DOCUMENT RESUME

ED 224 122	EA 015 208

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TITLE	Policy Is Power. Leader's Manual. Keys to School Boardsmanship. A Program of Continuing Education for School Board Members.
INSTITUTION	Montana School Boards Association, Helena.; National School Boards Association, Washington, D.C.; Northwest Regional Educational Lab., Portland, Oreg.; Washington State School Directors Association, Olympia.
SPONS AGENCY	National Inst. of Education (ED), Washington, DC.
PUB DATE	82
CONTRACT	400-80-0105
NOTE	131p.; Some pages will not reproduce due to small print of original document. For related documents, see EA 015 201-212. Also contributing to the development of this document were the Idaho School Boards Association, the Oregon School Boards Association, and the Association of Alaska School Boards.
AVAILABLE FROM	Publications, National School Boards Association, 1055 Thomas Jefferson Street, N.W., Washington, DC 20007.
PUB TYPE	Guides - General (050) -- Audiovisual Materials (100)
EDRS PRICE	MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	Administrator Role; *Board of Education Policy; *Board of Education Role; Boards of Education; *Educational Administration; Elementary Secondary Education; Leaders Guides; *Management Development; Policy Formation; Program Administration; Program Development; Program Evaluation; Program Implementation; Superintendents; *Workshops
IDENTIFIERS	*Board of Education Members

ABSTRACT

The materials in this manual are designed to help workshop leaders prepare for and present a workshop for school board members on the roles of the school board and the superintendent in a systematic cycle of policy management. The workshop identifies the specific mechanical steps that might be considered as a school board moves to identify, write, and monitor its policies. The manual consists of six sections: an introduction; three sections on planning, presenting, and evaluating the workshop; a selection of resource materials; and a booklet for workshop participants. The discussion of planning contains information on the focus and scope of the workshop, an overview of workshop presentation, the grouping of participants, and familiarization with resource materials and equipment. The presentation section includes sequential descriptions of workshop activities, leader focuses for each activity, and instructions for conducting the activities. The resource materials provided include a paper on school board policy formation, a reprint of a published lecture on policy regarding policy-making in the public sector, and masters from which transparencies can be reproduced for projection at the workshop. (Author/PGD)

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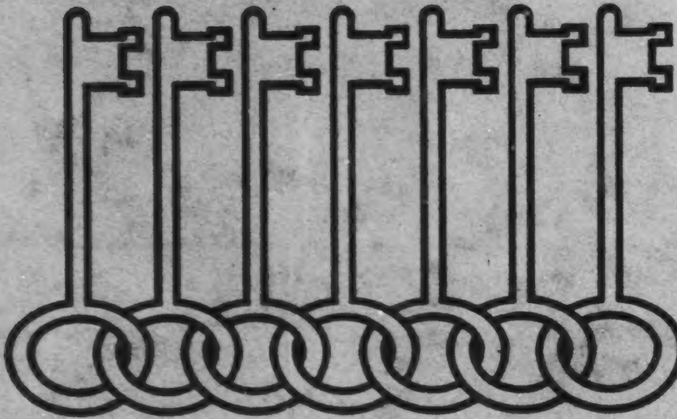
POLICY IS POWER

Keys
to
School
Boardsmanship



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A Program
# of Continuing Education
for
School Board Members

EA 015 208

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These materials have been produced as part of "Keys to School Boardsmanship," a project to develop new materials in boardsmanship education for local school board members. It is a joint effort among:

- The Association of Alaska School Boards
- The Idaho School Boards Association
- The Montana School Boards Association
- The Oregon School Boards Association
- The Washington State School Directors' Association
- The National School Boards Association
- The Northwest Regional Educational Laboratory

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These works were developed under Contract #400-80-0105 with the National Institute of Education, United States Department of Education. However, the content does not necessarily reflect the position or policy of that agency, and no official endorsement of these materials should be inferred.

KEYS TO SCHOOL
BOARDSMANSHIP

Northwest
Regional
Educational
Laboratory

leader's manual

POLICY IS POWER

developed by

Leslie G. Wolfe, Ed.D

Prologue:

This manual is one in a series of thirteen developed by the Northwest Regional Educational Laboratory (NWREL) as part of the "Keys to School Boardsmanship" project.

The workshop programs resulting from the project are intended to help strengthen local school boards through continuing education.

The workshops in the series have been thoroughly tested by NWREL staff and by the staff of state school board associations in Alaska, Idaho, Montana, Oregon and Washington. These programs have been found to be extremely useful as tools for strengthening continuing education services to school board members.

The "Keys to School Boardsmanship" materials are now being published and distributed by the National School Boards Association (NSBA). In addition, the NSBA is developing a national center designed to assist state associations to make the best use of the material.

Thirteen manuals in the series now available from NSBA include:

- Board/Administrator Relations
- Building Bridges: School Board Political Roles
- Communicating with the Community
- Conflict: Alternatives to Blowing a Fuse
- Effective School Board Meetings
- The Educational Management Team
- Policy Development
- Policy is Power
- Program Evaluation: School Board Roles
- What Do School Boards Do?
- School Board Self-Assessment
- School Improvement: A Tune the School Board Can Play
- Teamwork: The Board and Superintendent in Action

POLICY IS POWER WORKSHOP

SECTION 1: INTRODUCTION

The Policy is Power workshop is designed as an introductory or refresher inservice program for the school district's board of directors, its chief administrative officer and all others who work at the policy level of management.

Goals and Objectives

The goal of the Policy is Power workshop is to stimulate a discussion and conceptualization of the roles of the school board and superintendent in a systematic cycle of policy management.

Objectives

1. The participants will increase their knowledge of the steps that are involved in developing a systematic cycle of policy management.
2. The participants will demonstrate an increased knowledge of the school board's role after a policy is adopted.
3. The participants will increase their knowledge of the reasons a school district needs to have written policy.
4. The attitudes of the participants in the workshop will be more favorably disposed about the value and worth of written policy.
5. The attitudes of the participants in the workshop about the value and worth of their individual contributions will be more positive.

Organization of the Leader's Guide

The Leader's Guide contains the basic directions and materials you will need to plan the workshop. Any additional information or experience that you can bring to the workshop will serve to strengthen your presentation.

Section 2: Planning the Workshop

Section 2 contains information about preparations the leader needs to make before presenting the workshop. Included are hints and suggestions about:

- Focus and scope
- Objectives and time estimates
- Becoming familiar with the material

- Reviewing Section 3
- Skills needed
- Organizing for learning
- Groupings of participants
- Use of transparencies
- Warnings
- Equipment needed

Section 3: Presenting the Workshop

Section 3 includes a step-by-step description of the workshop procedures, along with the time allocations and the required resources. In addition, you will find:

- A sequence of workshop activities
- Specific instructions and references to participant materials and audio and visual aids
- A leader focus for each workshop activity
- Helpful hints about workshop activities

Section 4: Evaluating the Workshop

Section 4 contains the procedure used for evaluating the workshop.

- The background of the development and testing of this workshop

Section 5: Resources

This section contains reading material which the leader will need to become familiar with before presenting the workshop. Included in this section are:

- Concept papers
- Background reading and references
- Further explanation of ideas developed in the workshop

Section 6: Participant Materials

Focus and Scope

The Keys to Boardsmanship series offers two workshops on school board policy. The Policy Development workshop and film identifies policy as a social process. The social process includes the needs, beliefs and styles of individual board members, local citizens and state and national trends as the basis upon which all policy must be constructed. The Policy Development workshop and film identifies the human side of policy development. The Policy is Power workshop identifies the "task" or the "mechanical" steps that might be considered as a school board moves to identify, write and monitor its policies.

It is possible to redesign this workshop to emphasize specific objectives or to meet given time requirements. The basic elements of the Policy is Power workshop are contained in the first seven activities. Activities 8, 9 and 10 can be eliminated if necessary without altering the basics of the workshop; however, these activities represent the higher level thought process of policy development—the often overlooked applications of knowledge. The workshop will be less successful if in the redesigning the leader eliminates or limits the time allocated for group discussions, interactions and simulations. This program should not be turned into a lecture because of time limitations.

Activities and Time Estimates

The following outline presents the activities and the approximate time needed for each.

Total Time: POLICY IS POWER WORKSHOP
4 hrs., 11 min.

Time	Activity	
20 minutes	Activity 1:	Election
15 minutes	Activity 2:	Goldhammer
5 minutes	Activity 3:	Four Functions
10 minutes	Activity 4:	Introduction to Policy is Power
5 minutes		What is a Policy?
5 minutes		Why Policy?
20 minutes	Activity 5:	Policy Example Worksheet
5 minutes	Activity 6:	What is Policy Process?
5 minutes		Step 1: Need
5 minutes		Step 2: Policy Analysis
5 minutes		Step 3: Policy Options
5 minutes		Step 4: Policy Draft
5 minutes		Step 5: Action
5 minutes		Step 6: Implement and Monitor
8 minutes		Rules and Regulations
20 minutes	Activity 7:	Procedures, Rules and Regulations
5 minutes		Step 7: Evaluate
5 minutes		Remember
12 minutes	Activity 8	Key Policy Questions
28 minutes	Activity 9:	Guest Speaker Policy
38 minutes	Activity 10:	Is Age 8 Too Young for Guilt?
20 minutes	Activity 11:	Summary and Closing

Becoming Familiar With the Materials

This workshop has been designed around a very specific notion about the school board's role in policy development. The papers presented in Section 5 of this notebook were developed to provide you with the background, research and theory upon which this workshop is built. They do not represent the last word on the subject, and any additional research and reading that you can bring to the subject will strengthen the presentation.

Reviewing Section 3, Presenting the Workshop

Section 3 of the Leader's Guide is a step-by-step outline for presenting the workshop. There are a number of "cues" that have been used to assist you in the presentation. They are:

- Activity

  Each unit of instruction is identified by an activity number and title, both of which are underlined, e.g., Activity 2: Defining the Learning Program. Each activity stands as a unique unit of learning with its own objectives, participant activities and basis of knowledge. The various activities are related in that they are all a part of a larger common concept, in this case, policy development. (See Figure 1a.)

- Leader Focus

  Immediately underneath the activity number and name there is a heading, Leader Focus, that is also underlined. The Leader Focus provides you with a "mind set," a "feeling," an "attitude" or an "anticipatory set" that you should attempt to establish in this unit of instruction. The Leader Focus might be defined as the "affective" objective for the unit. (See Figure 1b.)

- Time

  The total time required for each activity will be located at the top left hand column of the first page of the activity. Additional divisions of time within the activity will also be noted in the left hand column. (See Figure 1c.)

- Materials

  The right hand column of each page will list the materials, transparencies, workbook references or other activities for instruction that need to be brought to the attention of the leader. The references will be noted in the right hand column next to the appropriate point of instruction. (See Figure 1d.)

The middle section will use three cues. They are:

- o Leader Instructions
  - — Subpoints
- o Leader Lecture
  - — Subpoints
- o Capitalized Words
  - — Subpoints

o Leader Instructions

The cue, Leader Instructions, alerts you to something you must do, say or cause to happen. Each of the following bullets "o" (see Figure le) are additional sequential cues.

o Leader Lecture

The cue, Leader Lecture, alerts you that at this point in the workshop you are expected to provide a knowledge base or lecture about a given subject. The main points in the lecture will be outlined in the following paragraphs until you reach a new cue. You will also find in Section 5, Resources, additional papers that will provide additional background for the lecture. It is best to make the main points in your own language or words. Do not read the lecturette. (See Fig lf.)

o Capitalized Words

The cue of CAPITALIZED WORDS within the general framework of the text alerts you to the advisability of reading the exact words to the participants. The exact words in this case will help direct all the participants through the planned learning activity. (See Figure lg.)

o The cue "—" is used to alert you to subpoints that may be used to add to or clarify a thought or statement (See Figure lh.)

o Helpful Hints is a cue that will appear at the end of some activities. Its intent is to cue you into something that will help make the workshop more successful (See Figure li.)

o A solid line across the entire page will be used to indicate the end of the activity (See below and Figure lj.)

Figure 1 on the following page is a visualization of what might occur in one unit of instruction.

FIGURE 1

TIME		(d) MATERIALS
(c)		
Total Time: 30 min.	Activity 2: Defining the Learning Program (a)	
	Leader Focus: (b)	
		(d)
5 min.	o Leader Instructions: (e)	Trans. PP 1
	o (e)	
	o (e)	
	— (subpoints) (h)	d)
	— (subpoints) (h)	Workbook Page 2
	(c)	
20 min.	o Leader Lecture: (f)	
	o (f)	
	o Ask them, IF THE SCHOOL BOARD IS IN CHARGE, WHY DON'T YOU DO IT? (g)	
	— (subpoints) (h)	
(i)		

Helpful Hint: Move this section very fast...

(j)

Skills Needed for the Workshops

Before you make a decision to use these materials, you might take a few minutes and think through four interrelated decisions you should consciously make. All workshop leaders or teachers make the same decisions. The only difference is that a few understand they are making the decision, and the others do it by the "seat of their pants," or as Madeline Hunter says, "like egg on a wall you may or may not hit the spot." The decisions are: first, what are the needs of the participants; second, how much time do you have to work with the participants (one time only for one hour, several times for one hour, one time for four hours, etc); third, what extent of knowledge do the materials represent; and fourth, what are your skills in workshop leadership and competencies in the subject matter?

Participant Needs

In any workshop the participants will come to the program with a variety of needs, beliefs and styles. Most adults learn best about that which they can immediately use. However, within that statement there is a range of participants; there is a group that just wants to learn about the idea, still another group that wants to develop skills and a third group that wants to immediately apply the information. Of course, it takes less time to expose a person to an idea, more time to teach participants a skill, and even more time for them to learn how to apply and use the skill.

At the same time, many participants come to a conference solely for the opportunity to socialize, discuss current issues and to strengthen and enlarge their interactions and acquaintance with other school board members. The materials in this workshop were designed to meet these "inclusion" and "belongingness" needs through controlled small group discussions and interactions. The word "controlled" is used because these same adults have a need to appear to be in control, and at the same time, they want the workshop to be in control, and be of value and present a worthwhile learning experience.

Small group interactions are an important foundation of the design because they also encourage "feedback." Adults need the opportunity to apply and try out new knowledge. Adults need to know where they stand. They need an opportunity to test new ideas and to make mistakes. The small groups allow the freedom and create the control needed to reinforce described learning outcomes and to help mistakes become valuable learning opportunities.

The use of small groups provides a balance between the "expert" workshop leader and the "experience-based" school board member. The small groups create an opportunity for the school board member to test his/her experiences with the ideas of the presenter.

Any attempt to reduce the small group interactions in this workshop in order to "give more information" will surely "gut" the basis of the design and ignore the needs of the participants.

Time

The critical element in learning is time. The biggest mistake you can make is to attempt to build skills or force technical application of knowledge without enough time. Time relates to learning. You must relate the time available to the needs of the participants. The critical decision is whether you have enough time to meet the participants' needs and the objectives. A workshop designed to develop skill will take more time than one designed to expose the participants to an idea.

Level of Materials

The research and development of the concepts and materials in this workshop centered on three levels. The first level was identified as the "introduction level," defined as representing enough of the generalized concepts in the subject area to present a current overview of the subject matter. The second level was identified as skill building, which was described as representing the basic skills in the subject matter. Finally, the third level was identified as the technical assistance level, representing an expansion of the basic skills to include application, analysis, synthesis and evaluation skills.

The materials in this workshop were developed to be used at an exposure or skill building level. The skills that are represented in the materials are specific and by no means represent a complete view of the knowledge on the subject. If the workshop leader or association representative is expected to work at a technical assistance level with an individual school district, he/she would surely be expected to bring additional knowledge and skills to the experience.

Leader Knowledge and Skill

A leader with a minimum amount of skill and knowledge should be able to present the workshop at both an introduction and skill building level by following the suggested steps in the Leader's Guide. In this case, the workshop leader should stay very close to the suggested outline. After presenting the workshop several times, the leader may then be ready to create his/her own choices within the materials. If, on the other hand, the workshop leader is an experienced workshop leader with an extensive knowledge in the subject area, the materials in the Leader's Guide may well serve only as a reference or guide. In this case, the leader may choose to alter the material to meet his/her own style or workshop objectives.

The concept papers and other material in the reference section of this Leader's Guide provide a ready reference for the growing leader who wishes to expand beyond the structured material. Just about any material including the most complex mathematical problems can be delivered with a structured, mechanical knowledge level approach. The growing, creative workshop leader will move to a higher level of understanding--application, analysis, analysis of relationships and analysis of organizational principles. At this point, the leader will be in a better position to help individual school boards on a technical assistance level.

The question for the leader is, are you going to throw egg at the wall or are you going to practice what you preach--quality workshop leadership and quality representation for local control?

In any case, all workshop leaders are advised to review all the material, the transparencies and the workshop exercises before making the first presentation in public.

Workshop Difficulty

The Policy is Power workshop is an easy workshop to present. It is rather oversimplified and mechanical in its approach and presentation of policy. It completely ignores the social process involved in policy making. Policy as a social process is presented in the Policy Development workshop. An inexperienced workshop leader would be wise to become familiar with both workshops before presenting either one.

A leader with medium skills and knowledge should not find this workshop too difficult. It is easy to present at an introduction level and a skill building level.

One of the real problems in school boardsmanship is the general misunderstanding of policy and policy as a social process. Too often people who work with school boards present policy at a mechanical level. They often go to great lengths to make sure all the "bases" are covered in the district's policy book. Often the approach does not involve the local administrators, teachers, school board or parents. As a result, the policy does not really belong to anyone except the consultant. Meaningful, well written, long lasting policy is a social process involving all the elements of the community. It is only at the social process level that the school board will start to see policy as a tool for the management and control of the school district.

Organizing for Learning

The Policy is Power workshop is designed to bring together the personal experiences of the participants with the new experiences and information presented in the workshop. Consequently, the most effective way to use the materials and to organize the workshop is to create an environment that facilitates interaction of the participants with the new information. Conversely, the least effective way to use the materials is to lecture to the participants.

The most appropriate arrangement for the room is one with tables to accommodate seven to ten people organized in such a manner that all the participants can see a central projection area.

If small group arrangements are not possible, attempt to provide for arrangements where the people can move around for worksessions.

As workshop leader, you are encouraged to adjust, add or remove parts of this workshop to meet your own style and the participants' needs. It won't be yours until you change it.

Depending upon your goals, the groups can be either organized around "home groups" or "stranger groups."

Home groups give the participants an opportunity to use live, meaningful examples from their own district. However, it limits the inclusion of new ideas, limits workshop communication, and allows the typical dominating superintendent or board member to continue to dominate.

Stranger groups provide an opportunity to increase communication between school boards, which tends to facilitate sharing new ideas. This, of course, may be good or bad. The stranger groups do allow board members to "rehearse" new roles without being as self-conscious or threatened.

Use of Transparencies

Transparencies in this workshop serve a rather unique function, the same function for the workshop leader as "cue" cards do for TV broadcasters. The transparencies have been designed to free you from the "written page" of the Leader's Guide. They carry in an abbreviated form the main points of a lecturette or other information that is to be provided by you. Consequently, with just a little homework, you should be in a position to display the transparency and expand the abbreviated points through a lecturette or directions. The key is to free yourself from the podium or central stage and walk around while delivering the message.

Warning: Do not attempt to deliver this program without first reviewing and coordinating the transparencies with the various activities in Section 3 of the workshop.

Do not use the program in a structured lecture hall where participant interaction is restricted. The exercises and program are designed for interaction, not a lecture.

Equipment and Materials Needed

- Newsprint paper and markers
- Masking tape
- Workbooks
- Overhead projector
- Spare projector bulb
- Blackboard
- Transparency markers

TIME		MATERIALS
Total Time: 20 min.	Activity 1: Election	
	Leader Focus: The purpose of this activity is to start to build upon the common experiences of the participants, to promote interaction, to build inclusion and to let them know elected officials are an important part of the democratic process.	
	o Put on transparency PP 1 as people walk in. Leave it up until you have introduced yourself and the workshop.	Trans. PP 1
3 min.	o Leader Instructions: Use transparency PP 2 and ask the group two questions: — Why did the people elect me? — Why did I stand for election?	Trans. PP 2
5 min.	o Ask each person individually to spend five minutes developing at least two answers to each question.	
5 min.	o Next, have board members share their answers with a neighbor or their small group.	
5 min.	o If the time is available, have several people report to the large group.	
2 min.	o Summarize the above reports.	

TIME		MATERIALS
Total Time: 15 min.	Activity 2: Goldhammer Leader Focus: The purpose of this activity is to confirm the very important role school board members are expected to play as well as recognize the very legitimate fact that they stand for election for some equally important reasons. School board members are a critical link in the democratic process. They are important. They are important. They are important. Get the idea? Help them understand how important they are!	
5 min.	o Leader Instructions: Read the paper, "Public's Expectations of the School Board," and fill in the points provided on the transparency PP 3.	Trans. PP 3
5 min.	o Share the Goldhammer research with the group.	Trans. PP 3a Trans. PP 3b
5 min.	o Sell them on the idea they are important.	

TIME		MATERIALS
Total Time: 5 min.	Activity 3: Four Functions	
	Leader Focus: The purpose of this activity is to outline the four functions of the school board, emphasizing their policy function.	
	o Present the concept of Brodinsky's four functions. Use transparency PP 4. Tell the participants, THE GOAL OF THIS WORKSHOP IS TO STIMULATE A DISCUSSION AND CONCEPTUALIZATION OF THE NEED FOR A SYSTEMATIC PROCEDURE FOR A CYCLE OF POLICY MANAGEMENT.	Trans. PP 4

Total
Time:
10 min.

Activity 4: Introduction to Policy is Power

Leader Focus: The purpose here is to lay the background for the foundation on which all policy is constructed. The next four pages and transparencies establish the background for policy.

- Leader Instructions: Show participants transparency PP 5 and ask them to turn to page 1 in the participant booklet.

Trans. PP 5
Participant
Booklet
Page 1

- Leader Lecture: Present a lecture on the following points:
  - ONLY THE SCHOOL BOARD CAN ESTABLISH POLICY. (Repeat this several times. Have the audience repeat it in unison.)
  - Edmund P. Learned commented, "The purpose of formal organizations is to provide a framework for cooperation and fix responsibilities, delineate authority, and provide for accountability...."
  - A school board fixes responsibilities, authority and accountability through its policies. A school board maintains local control through its policies.
  - Policy making is one of the most complex problems in human affairs.
  - Policy making is a social process.
    - It is a process of coalition building among diverse groups whose beliefs, needs and lifestyles are not identical; for example, evolutionists vs. creationists; atheists vs. deists; need for vocational education vs. college preparatory; compensatory education vs. talented and gifted education.

Participant
Booklet
Page 1

- The policy maker must take into account the:
  - Local needs
  - Local beliefs
  - Federal laws
  - State laws
  - Rules and regulations

- A policy that is appropriate in one community may not be appropriate in another community; for example, use of buildings, teaching of evolution, teaching techniques (small groups) and grouping.

- The policy maker must weigh off action on one issue designed to implement the values of the people without unduly compromising the values on another issue; for example, busing vs. the loss of neighborhood schools, advisory groups vs. loss of board authority, bilingual education vs. one country/one language.

- The "wise man" dealing with today's issues will take care not to create needless problems for the future; for example, negotiating away school board authority.

TIME MATERIALS

5 min. o WHAT IS A POLICY?

o Leader Instructions: Show participants transparency PP 6. Trans. PP 6

o Leader Lecture: Ask participants to turn to page 2 of the booklet and discuss the following points: Participant Booklet Page 2

— Written policy is the school board's way of giving instructions about what it wants to happen.

-- Without written policy it is easy for someone to say, "Well, I thought you wanted to do 'this' or 'that.'"

— Written policy gives direction (instructions) to administrators and staff.

— Think of policy as an idea with "POWER."

— A policy directs the district's resources towards the achievement of the school board's goals.

— A well written policy will have two elements:

1. It will tell what the board wants to happen.
2. It will explain why it should happen.

o POLICY serves to signal how the organization will be administered and operated. Policy is the basis for organizational procedure, methods and practices associated with implementing and executing strategy.

TIME **MATERIALS**

5 min.

- WHY DOES A BOARD NEED WRITTEN POLICY?

- Leader Lecture: Using transparency PP 7, make the following points:

Trans. PP 7
Participant Booklet Page 3

- Under the laws of most states, a board of education is in part a legislative body. The board of education adopts policies for the efficient administration and operation of the school system.

- The principal function of any school board is to enhance and maintain local control through a set of policies which reflect the thoughts, desires and attitudes of the board and the community:

    - All policies should be in writing and codified by subject matter.

    - All policies should be published and distributed.

- Policies are not only necessary for managing the organization, they also make the job easier. Routine problems and operations can be managed by policy.

    - Policy introduces continuity of action and decisions and minimizes conflicting behavior and action. It helps establish order, regularity, stability and dependability.

    - Policy serves as a communications link to the organization's several constituents.

TIME		MATERIALS
Total Time: 20 min.	Activity 5: Policy Example Worksheet	
	Leader Focus: The purpose of this worksheet is to provide the participants with "good" examples of policy statements. Note that learning theory dictates that we first "model" (give the learners correct examples) what is to be learned before we ask the learner to differentiate. The answers are: "Yes" for columns 2, 3, and 4; "No" for column 1. The general rule is policy does not tell the "professional" how to do it.	
	Have the participants complete the worksheet in a group. It's good for interaction.	
5 min.	o Leader Instructions: Have the participants turn to page 16 of the workbook and follow the directions for Worksheet 1.	Participant Booklet Page 16
	o Go over the instructions with them.	
	o Have the participants work in groups of two or three.	
10 min.	o Tell them they have 10 minutes to complete the worksheet.	
5 min.	o After they have completed the exercise, go over the answers with them.	

TIME MATERIALS

Total
Time:
5 min.

Activity 6: What is the Policy Process?

Leader Focus: The next transparencies represent a step-by-step process that might be used in actively developing a specific policy. The point to emphasize is that long lasting, meaningful, thoughtful policy needs to be planned and developed within the environment of the local, state and national environment.

- Leader Lecture: STEP 1: IDENTIFY AND DISCUSS A POLICY NEED.

- Leader Instructions: Show transparency PP 8 and have participants turn to page 4 of the workbook. Emphasize the following points:

Trans. PP 8
Participant
Booklet
Page 4

  - Anyone--a board member, a student, an administrator, a teacher, a parent, or a community member--can identify a policy need. However, only the board can make policy and it must do so as a corporate body in an official public meeting.

  - Individual board members cannot make policy.

  - A policy may be needed if the board:

    - Is making routine or repeated decisions

    - Wants to ensure that certain events will take place

  - The effective board will use formal and informal methods to identify policy needs, for example:

    - Reports from citizen committees

    - Reports from faculty committees

    - Editorials in the media

--- Reports from public opinion polls

--- Open public forums

— The wise board does not sit back and wait to be surprised. Policy making is an act of exerting public leadership.

-- The effective board will look ahead and plan ahead by anticipating policy needs.

TIME		MATERIALS
5 min.	o **Leader Lecture**: STEP 2: POLICY ANALYSIS	Trans. PP 9
	o **Leader Instructions**: Show transparency PP 9 and have participants turn to page 5 of the workbook. Emphasize the following points:	Participant Booklet Page 5

— Once a policy need has been identified, usually the superintendent is directed to develop a policy analysis. The superintendent should use the key ideas the board developed to include in the first draft.

— The policy analysis should include all of the options available to the board; for example:

  —— What are the advantages and disadvantages of leaving things the way they are now?

  —— How much will different policy plans cost in terms of money, staff time and other district resources?

— Depending upon the operational strategy of the district, the board may direct the superintendent to involve representatives from all those groups who will be affected by a policy.

— The board should be very cautious about accepting just one policy option or proposal.

-- Many school boards require the superintendent to present several policy options accompanied by arguments in favor of and against each policy option.

5 min. o **Leader Lecture**: STEP 3: THE SCHOOL BOARD WILL NEED TO DISCUSS THE POLICY OPTIONS.

o **Leader Instructions**: Show transparency PP 10 and have participants turn to page 6 of the workbook. Emphasize the following points:

Trans. PP 10
Participant
Booklet
Page 6

- The wise school board will take enough time to:
  - Be sure the superintendent is involved and provides the appropriate background.
  - Check and see what other school boards in the area are doing.
  - Weigh the alternatives and select the most appropriate alternative.
- The board will probably need time to study the issues. This may mean:
  - A special meeting for policy concerns, or
  - A workshop session for policy development
- Policy is too important to be left to the late hours or to be crowded into the busy agenda of board meetings.
- As the basic elements of the proposed policy are being identified, the board will be well advised to insure the involvement and consultation of those persons who may be affected by the policy.

TIME MATERIALS

5 min. o Leader Lecture: STEP 4: A POLICY DRAFT

Trans. PP 11
Participant
Booklet
Page 7

o Leader Instructions: Show transparency PP 11 and have participants turn to page 7 of the workbook. Emphasize the following points:

-- After the key elements have been identified, someone needs to bring them together in a "tentative draft."

— Usually the superintendent and his/her staff are assigned the responsibility for developing the tentative policy draft for first reading.

— The board also has the option of drafting its own policy statement.

— In most cases, the "draft" policy should be widely circulated between first reading and final adoption for anaysis and reaction. This is the time the board attempts to avoid suprise reactions from special interest groups.

— The board will need to clarify the feasibility of the policy by asking the superintendent what rules and regulations might be necessary to make the proposed policy work.

TIME MATERIALS

5 min.

- Leader Lecture: STEP 5: THE BOARD TAKES ACTION

- Leader Instructions: Show transparency PP 12 and have participants turn to page 8 of the workbook. Emphasize the following points:

Trans. PP 12
Participant
Booklet
Page 8

— After the policy options and costs have been presented, and after the appropriate people have been involved, the board will be ready for the first formal public reading of the proposed policy.

— The board has three options at this point:

1. Send the proposed policy back for rewrite.

2. Reject the proposed policy.

3. Adopt the policy after the appropriate number of public hearings.

— People are informed.

Trans. PP 13
Participant
Booklet
Page 9

TIME			MATERIALS
5 min.	o	Leader Lecture: STEP 6: IMPLEMENT AND MONITOR POLICY	
	o	Leader Instructions: Show transparency PP 14 and have participants turn to page 10 of the workbook. Emphasize the following points:	Trans. PP 14 Participant Booklet Page 10

— It is not enough to just adopt a policy. The board must see to it that it is implemented and monitored.

— The school board will need to have a written plan (policy) defining how all those who will be affected by the new policy will be informed about the new policy. This step should not be left to chance.

— Of course, it is not enough just to propose and adopt or change a policy or its supporting rules and regulations.

— The school board and superintendent must be able to assure themselves that everything possible has been done to inform the public about the new policy and regulations.

— The highest level of forethought would suggest that the school board would have a policy on informing the public about all of its actions.

— Informing the staff and the public about a new policy is a critical link in the communication process.

— A policy might be approved with a future effective date in order to allow time for all parties to be informed.

— As the policy is being considered the superintendent and his/her staff may be drafting the supporting rules and regulations.

— The superintendent and the staff become responsible for the implementation of the policy through the rules and regulations.

TIME			MATERIALS
3 min.	o	Leader Lecture: AS PART OF STEP 6, RULES AND REGULATIONS ARE LAID ON THE PUBLIC RECORD.	
	o	WHAT ARE THE REGULATIONS OR PROCEDURES?	
	o	Leader Instructions: Show transparency PP 15. Emphasize the following points:	Trans. PP 15
		— The professional staff through the superintendent should be assigned responsibility for developing the rules and regulations for a policy.	
		— In the case of controversial policy issues the superintendent with the consent (advice) of the board may choose to have public hearings on the proposed rules and regulations.	
5 min.			
	o	Leader Instructions: Show transparency PP 16 and ask participants to turn to page 11 in the booklet. Emphasize the following points:	Trans. PP 16 Participant Booklet Page 11
		— Regulations or procedures are in the domain of the superintendent.	
		— Regulations or procedures can be changed by the superintendent or appropriate staff after review and comment by the board.	
		— Regulations are the action steps that make the policy happen.	
	o	Leader Instructions: Show transparency PP 17. Emphasize the following points:	Trans. PP 17
		— In the case of politically or socially sensitive issues, the board may want to include the regulations in the policy statement, in which case the regulations become, in effect, policy.	
		— A word of caution, however. The more restrictive the board makes a policy, the less flexibility there is for the superintendent.	

- Many boards of directors prefer to have the superintendent present the proposed regulations for their "confirmation" as a means of:
    - "Laying them on the public record"
    - Securing the board's advice and consent
    - Informing the staff and community
    - Insuring the regulations meet the intent of the policy

TIME		MATERIALS
Total Time: 20 min.	**Activity 7: Procedures, Rules and Regulations**	
	Leader Focus: The purpose of this exercise is to present the participants with a "model" of procedures and regulations. Remember principles of instruction suggest we model appropriate behavior before we ask the learner to distinguish.	
5 min.	o Leader Lecture: WHAT HAPPENS NOW? WHAT ARE RULES AND REGULATIONS?	
	o Leader Instructions: Show transparency PP 16.	Trans. PP 16
	— Read and review the five items on transparency PP 16.	Participant Booklet Page 12
	— Ask for questions on regulations.	
	o Now have the participants turn to pages 21-27 in the workbook.	Participant Booklet Pages 21-27
	o Have the participants follow the instructions and complete the activity, working in groups around the tables.	
15 min.	o Tell the participants they have 15 minutes to complete the exercise and that they should be prepared to report to the large group.	

TIME **MATERIALS**

5 min. o Leader Lecture: STEP 7: REVIEW AND EVALUATE

Leader Instructions: Show transparency PP 18. Emphasize the following points:

Trans. PP 18
Participant Booklet
Page 13

- Every school board should have a policy that calls for the systematic review and evaluation of its policies.
- Are the policies effectively bringing about the achievement of the school's purpose, goals and strategies?
- Are the policies being adhered to?
- What evidence is there as to the effectiveness of the policies?
- Is the board, through its policies, leading, influencing and inspiring?
- Or is the board "perspiring" because of its lack of commitment to the future?

o Leader Lecture: STEP 8: REVISE OR REMOVE AS NEEDED.

- The board has the responsibility to insure that its policies are systematically revised or removed.
- The board should remember it can have as much of a problem with outdated policies as it can with no policies.

TIME			MATERIALS
5 min.	o	Leader Lecture: REMEMBER	
		Leader Instructions: Show transparencies PP 19 and PP 20 and review them with the participants. Have them turn to page 14 of their booklet.	Trans. PP 19 Trans. PP 20 Participant Booklet Page 14
	o	Comment as necessary.	
	o	Allow time for questions.	

TIME		MATERIALS
Total Time: 12 min.	Activity 8: Key Policy Questions	
2 min.	Leader Focus: The purpose of this exercise is to expand the participants' view of the status of policy in their district.	
	o Leader Instructions: Have the participants turn to page 28 of the workbook and follow the directions for worksheet 3.	Participant Booklet Page 28
5 min.	o Give them 5 minutes.	
	o After they have completed the exercise, ask:	
	— How many answered 14 or fewer "yes."	
	o Tell them I'LL SEE YOU IN COURT.	
5 min.	o Allow time for discussion and questions.	

TIME			MATERIALS
Total Time: 28 min.		Activity 9: Guest Speaker Policy	
		Leader Focus: The purpose of this exercise is to move the participants to the level of application of knowledge. This is a true case study.	
3 min.	o	Leader Instructions: Have the participants read the case study and answer the last two questions on the worksheet on page 29 of the workbook.	Participant Booklet Page 29
	o	Have them work and answer the questions in their group.	
15 min.	o	Give them 15 minutes.	
10 min.	o	Debrief the exercise and allow for group reports.	

TIME		MATERIALS
Total Time: 38 min.	Activity 10: Is Age 8 Too Young for Guilt?	
	Leader Focus: The purpose of this exercise is to move the participants to the analysis and creation of policy.	
3 min.	o Leader Instructions: Have participants turn to pages 30-31 of the workbook. Tell them that this is a true case.	Participant Booklet Pages 30-31
	o Have the groups read the case. Tell them each group is to follow the directions at the end of the worksheet.	
20 min.	o Give them 20 minutes to complete the exercise. Tell them that each group will report back to the large group.	
15 min.	o Ask for the large group reports.	

Activity 11: Summary and Closing

Leader Focus: The purpose of the closing and summary is first, a reminder of what they have been through and, second, a motivator to go out into the world and be a strong school board member.

- Leader Instructions: Review the objectives of the workshop. Show how you attempted to approach each one with an activity.

  — Objectives:

    1. The participants will increase their knowledge of the steps that are involved in developing a systematic cycle of policy management.

       — Activities of 7-Step Process

    2. The participants will demonstrate an increased knowledge of the school board's role after a policy is adopted.

       — Activities 5, Action; 6, Monitor; 7, Review and Evaluate

    3. The participants will increase their knowledge of the reasons a school district needs to have written policy.

       — Activities 8, Key Policy Questions; 9, Guest Speakers; 10, Too Young for Guilt

    4. The attitudes of the participants in the workshop will be more favorably disposed about the value and worth of written policy.

       — Activities 8, 9 and 10

    5. The attitudes of the participants in the workshop about the value and worth of their individual contribution will be more positive.

       — Activities 1, Election; 2, Goldhammer

TIME			MATERIALS
5 min.	o	Leader Instruction: Show transparency PP 21 read and review Policy Cycle.	Trans. PP 21 Participant Booklet Page 15
	o	Close the session by challenging the participants to do their job.	
2 min.	o	Leader Lecture: According to an old proverb: TREES DIE FROM THE TOP. The implication is that if the school board doesn't spend time directing or leading the district through policy, why should anyone else pay attention to its concerns? The employees will follow the leaders' example.	
2 min.	o	Remember, the litany of good leadership is simple enough: plan, decide, organize, direct, control, win! (Jay Hall, "To Achieve or Not: The Manager's Choice." *California Management Review*, vol. 18, no. 4 (Summer 1976). p. 5.)	
	o	Remember, Nothing makes a prince so much esteemed as the undertaking of great enterprises and the setting of a noble example in his own person. (N. Machiavelli)	
4 min.	o	Leader Instructions: Show transparency PP 22 and say: THE SCHOOL BOARD SHOULD SET THE EXAMPLE. DON'T END UP LIKE THE "ID."	Trans. PP 22 (a,b,c)
1 min.	o	Leader Instructions: Show transparency PP 23 and say: OR, DON'T EXPOSE YOURSELF.	Trans. PP 23

TIME		MATERIALS
Total Time: 12 min.	Activity 12: Evaluation of Workshop	
	Leader Focus: Let participants know you are modeling behavior. "I'm having you evaluate this session, just like you should evaluate yourselves as a school board, just like you should evaluate your people and programs. If you don't evaluate, how else can you grow or improve?"	
2 min.	o Leader Instructions: Pass out evaluation forms or refer the participants to the appropriate page in the workbook.	Evaluation Forms Page 32
10 min.	o Ask for individual evaluations. Tell them they have 10 minutes.	
	o Collect, read and tabulate the results.	

SECTION 4: EVALUATING THE WORKSHOP

Evaluation is the hallmark of a professional—a good teacher or workshop leader. A systematic planned evaluation is the only method we have to determine the effectiveness of our instruction and the achievement of the learners. This program was developed around four techniques of development and evaluation.

Topic teams and state review committees identified the goals of the workshop, and in some cases, the techniques. In addition, pilot tests, field tests and expert reviews were used at appropriate times during the development and evaluation phases.

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*A summary report of evaluative procedures and results is on file in the Rural Education Program of the Northwest Regional Educational Laboratory, 300 S. W. Sixth Avenue, Portland, Oregon 97204.

SUMMARY REVIEW OF DEVELOPMENT AND PILOT TEST ACTIVITIES

PROGRAM EVALUATION

Topic Team

The Oregon component of the school board inservice program was responsible for the development of three topics: (1) Policy Making, (2) Communicating with the Community, and (3) Evaluation. The Executive Director of the Oregon School Boards Association (OSBA), Mr. Tom Rigby, appointed one OSBA staff member to work with each topic: Mrs. P. Fitzwater, Policy; Mr. J. Marten, Evaluation; and Mr. D. Dixon, Communicating with the Community. Mr. Rigby also appointed representative school board members and superintendents to serve on each topic committee.

State Review Committee

In addition to the topic teams made up of school board members and superintendents, Mr. Rigby appointed and convened a State Review Committee. The purpose of the State Review Committee was to provide a forum for the involvement of opinion leaders from allied educational agencies. In attendance at the meeting on January 24, 1979 were:

Mr. Tom Rigby, Executive Director, OSBA
Mrs. Pat Fitzwater, Training and Policy Specialist, OSBA
Dr. Milt Baum, Oregon Department of Education
Dr. Wright Cowger, Willamette University, Professor and school board member
Dr. Ron Petrie, Dean, School of Education, Portland State University
Dr. Jens Robinson, Superintendent, Woodburn, Oregon
Dr. Ray Mullen, Superintendent, Tillamook Educational Service District
Mrs. Carol Williams, board member and President of OSBA
Dr. Betty Tomblin, Northwest Regional Educational Laboratory
Dr. Leslie Wolfe, Northwest Regional Educational Laboratory

The State Review Committee made five recommendations:

1. The inservice programs should help clarify the role of the school board in public education.
2. The inservice programs need to emphasize the proactive role that can be played by an informed school board member.
3. The inservice programs must emphasize the dynamics that take place between board members, between the board and the superintendent, and between the community and the board.
4. The inservice programs must also be targeted to superintendents. The inservice materials should help create a dialogue between superintendents and school board members relative to their working relationship in a democracy.

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5. The inservice program should be developed on several levels which should include materials that a superintendent can use with prospective or existing school board members.

Topic Team Explorations

The Policy Development and Policy is Power topic team had four meetings between February 1979 and September 1979. The topic team suggested that it wanted an inservice program in policy that developed three major points, which were:

1. A basis for policy within the context of court rulings, federal laws and state laws, rules and regulations (Policy Development)
2. A systematic procedure for policy development (Policy is Power)
3. A basic understanding of writing policy statements (not completed because of a cut in funding)

Developmental Review

The first meeting discussed the goals and objectives and a general outline for the workshops. The last meeting of the topic team reviewed the first version of the workshop. The workshop was also tested and reviewed with two different groups of school board members and superintendents at the Northwest Regional Educational Laboratory.

Pilot Test Activities

	Place	Date	No. of Participants	Presenter
1.	School 1	Nov. 1979	120	Wolfe
2.	School 2	Nov. 1979	140	Wolfe
3.	School 3	Nov. 1979	110	Wolfe
4.	School 4	Dec. 1980	105	Wolfe
			475	

Summary of Pilot Test Activities

Evaluation Methodology

The package in its original pilot test form was tested in 4 states with a total of 475 people, of whom 94 percent were school board members. The pilot tests employed a "pretest-treatment-posttest" format. The participants were informed that the materials were in a pilot test form and that their cooperation and evaluations would be most helpful. All of the participants agreed to complete pre-workshop and post-workshop questionnaires.

Evaluation

There have been two major reviews of this workshop, one by the project staff (internal) and one by the policy board (external). In addition, there were four pilot tests of the entire workshop, each test being conducted with school board members and superintendents. At the conclusion of each review or pilot test, information was collected from the participants on a standard workshop critique form.

A major purpose of the pilot test in this instance was to determine if the language, the ideas, the content, and the level of the approach to policy was appropriate to school board members. Policy is an area in which few board members or few school boards are heavily involved; therefore, this workshop endeavored to find the entry level to introduce school board members to their role in policy. It was also intended to be a model on which further information and workshops, materials and products could be developed to give board members more in-depth information about involvement in policy.

Both reviews and pilot tests determined that the ideas and content presented in the workshop were indeed relevant and useful to school board members. They also indicated that the material is appropriate for all school board members and is not restricted to newly elected board members nor is it restricted to veteran board members or board members in a certain locale.

A summary of the pilot test evaluations from more than 475 school board members and superintendents who have participated in the Policy is Power workshop confirms the value of the workshop to the participants. In response to the evaluation question, "Did the content help you as a school board member?" the average response was 4.80 on a 5-point scale. One caution should be noted. The workshop should not be pushed into any time frame less than 90 minutes. Smaller time frames do not allow adequate time for appropriate group discussion, which results in some level of dissatisfaction among the participants.

Expert Review

The third and final review of the material was conducted on two levels, one by the National School Boards Association and a second and independent evaluation by Dr. Keith Goldhammer of Michigan State University. The materials and procedures at this level were reviewed and evaluated for the following:

1. Their representation of the existing basis of knowledge in the literature and the profession
2. The procedures and methods outlined in the workshop and leader's guide

Changes

A number of changes evolved as the workshop was evaluated and reviewed. The most dramatic change was the expansion of the "visuals" to the "lecture" part of the workshop and the addition of the "questionnaires" that can be used by the board members.

Field Tests

Field tests were defined as those occasions when the workshop was delivered by a person other than a member of the NWREL staff. The workshop was delivered in five states by six different association staff people to more than 600 school board members and superintendents.

The recommended changes from the pilot tests, field tests and expert reviews have been incorporated in this package.

SECTION 5: RESOURCES

POLICY FORMATION AND THE SCHOOL BOARD*

Every so often school board members have an opportunity to chart a new direction or confirm an existing direction in the face of one or more clear alternatives. The board decides to refuse all federal money and/or projects. A transportation company is given the district's transportation business, even though it will cost more. Or the board directs, through policy, that all building principals will spend 60 percent of their time in the classroom supervising instruction.

"These events, in which new courses are set, are the most important class of events in human affairs."[1] They are key decisions that shape our destiny. They are the most complex and demanding events with regard to moral, social, psychological or intellectual problems. They are the "key" policy problems.

If there is any one generalization about the state of these policy problems, it is that they are the most complex problems in human affairs. Not only are these policy issues affected by individuals, they are affected by groups of individuals, organizations and groups of organizations. As if this were not enough, individual differences in beliefs, needs and lifestyles compound the problem. Add to this the fact that it is even possible for one person to support several groups with competing policy options. A school board member may support the acquisition of land for a new school in one area and at the same time belong to a civic organization that wants to build the new school in another area. Another board member may want a new school, but the increase in taxes will severely attack his financial resources and threaten his most basic needs. A third school board member may question the morality of building a new school because increased taxes may cause some old people to lose their homes. Each person perceives the issue through his/her own beliefs, needs and lifestyle. In fact, the interests of people and organizations vary so widely and the policy problems are so complex it is not inconceivable to imagine a given person ending up on any one side.

Complexity

The complexity of the problem increases as we recognize the fact that there is no such thing as "the problem," whether grading, reading scores, teacher competencies, curriculum or guest speakers. They do not exist as a single compact unit. School board policy makers are presented with a rather difficult issue as they attempt to create a policy that will lead to the development of a program to improve reading scores. One group of parents and teachers may want "grouping" by achievement as a partial solution, while another group of parents and teachers will view grouping as a racist approach. Some may want to change the testing program, while others may want to spend more time in reading at the cost of other programs. Reading test scores may go up because of emphasis, while other test scores go down.

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*Wolfe, Leslie G., Ed.D., Northwest Regional Educational Laboratory, Portland, Oregon, July 1982.

A change in migration patterns or agricultural crops may increase the influx of non-English speaking minorities into the schools which may result in a drop of reading test scores. One group of non-English speaking minorities may want an English-only approach to reading, while another group may want an English as a second language approach. The problem goes on and on. There is no single answer that lends itself to a simple problem-solving or decision-making approach.

A Social Process

Policy making is not a logical, intellectual, problem-solving or decision-making process. Decision making and problem solving imply that there is a single decision-making unit (the school board) with a single set of preferences, a wide range of alternatives and consequences and the capacity to make appropriate calculations. The decision-making model is appropriate for subproblems in policy formation--the allocation of resources once the policy decision has been made. Probably the more appropriate model for the policy process is one of bargaining and negotiation among the parties whose beliefs, needs and lifestyles are not identical. Policy making requires that the policy makers "find a course action that all the parties are willing to live with, without the disappearance of the conflict of interests."[2] Policy making is a social process. Policy making is the communication of policies in such a way as to articulate the interest of a sufficient number of involved parties so as to form a coalition. Policy making is a social process with intellectual elements.

The policy maker must mediate among conflicting sets of beliefs, needs and lifestyles and, at the same time, judge what is possible as well as what is preferable.[3] The policy maker has to weigh off the course of one action designed to implement the values of the people on a given issue without unduly compromising the values of a second group on another issue. In this view, policy formulation does not begin and end with a winning coalition, but extends to the future so that a "wise man" dealing with today's difficulty will take care not to create needless problems for the future.

Information and Policy

In order to avoid creating needless problems for the future, the policy maker will need good information. The raw material of the policy-making process is information. The components of information are defined as anything that can be sensed and/or recorded by human beings. Beliefs, actions, values, ideas, sensations, intuition, experience, desires and the written and spoken word are all forms of information. The policy-making process often includes information that is generated in one context and used in a different context in order to formulate and implement a policy. The "best" form of policy making is an organized process that brings together all of the available components of information.[4] Organized policy making is one of the highest forms of human functioning. First, it requires the policy maker to digest information that is qualitative as well as quantitative. Next, the policy maker is called upon to evaluate vast amounts of material from different contexts of information and then produce a decision based on inter-context information, a process that only human beings can perform.

The policy maker (the school board) must create policy that reflects the characteristics of the times; in this case, the last third of the twentieth century. Policy decisions must concentrate on and assign limited resources to those areas that are most crucial to the long-term welfare of the individual, community, nation and mankind. In this view, policy must be rooted in the philosophical, social, economic and political realities of the time as a policy attempts to define the ideal; that is, the moral society, the just society, and the beautiful society.

Policy statements, therefore, are the policy maker's or school board member's view of what is just, moral and legal for the individual, the community, the nation and mankind. Policy statements are a reflection of the beliefs, the lifestyle and the needs of each policy maker. Every policy statement attempts to alter or control the action of others. Each policy statement or proposed policy has an effect on every school board member and every affected group. Thus, the most consequential educational policy decisions relate to whose beliefs, needs and lifestyles are to be formed and to be altered in what directions.

There is no doubt to the fact that "local control of public schools and local determination of educational policy have been altered during the recent decades by various social, cultural, technological and philosophical developments."[5] The recent rulings of state and federal courts have left little doubt that they are always ready to consider the constitutional implications of school policy.[6] The federal courts have generally been reluctant to enter the complex arena of school finance. However, the clear constitutional issues of due process, desegregation, privacy rights of students, freedom of speech or press and the rights of homosexuals demonstrate the courts' policy-related activities. The United States Supreme Court attempted to clarify the issue when it ruled:

> By and large, public education in our nation is committed to the control of state and local authorities. Courts do not and cannot intervene in the resolution of conflicts which arise in the daily operation of school systems and which do not directly and sharply implicate basic constitutional values. On the other hand, "the vigilant protection of constitutional freedoms is nowhere more vital than in the community of American schools."[7]

It is quite clear that school boards, administrators and teachers must be conscious of, and operate within, the trends of our larger society. No board is an island unto itself.

Three Factors of Policy Analysis

Three factors need to be analyzed in attempting to establish the direction of basic educational policy.[8] The first factor of policy analysis needs to consider four levels simultaneously.

1. What are the apparent issues (state, local and national)? For example:
    - How is the school board systematically informed about decisions?
    - How do we improve reading?
    - How do we confront the dropout problem?
    - How do we attempt moral education?
2. What do research findings say about the issues? For example:
    - What is the reading level of our students?
    - What does research say about class size and reading?
    - What does research say about methods of teaching reading?
    - What does research say about the various reading books and materials?
3. What are the policy questions derived from the issues? For example:
    - What level of reading do we want?
    - How much of our resources do we allocate to improve reading?
    - How much will reading scores be improved per dollar spent?
    - Where should we concentrate our dollars?
4. What basic philosophical questions are raised by the apparent issues? For example:
    - What motivates man?
    - What is knowledge?
    - What is education versus training?
    - What do we want our community to be ten, twenty or thirty years from now?

A basic concern a board may have for an "apparent issue," e.g., reading, should, if freely explored, move through all four levels before a policy is considered.

The second factor of policy analysis requires that every policy should be analyzed for the effect it will have on the various "stakeholder" groups. Local community stakeholder groups, such as businessmen, minorities, retired people, teachers, parents, students and others will be affected directly or indirectly by a policy proposal. Other stakeholder groups such as legislators and the courts may be affected by a local policy decision. Policies established in one school district may establish a precedent that will have an effect on the policy of a neighboring school district. Seemingly meaningless policies established today, giving away a small portion of school board authority, may well create a precedent limiting the future action of the school board. Every policy will have a direct or indirect effect on the beliefs, needs and lifestyles of the various stakeholder groups. Therefore, each of these groups will perceive present and future opportunities and threats in each policy proposal. The success or failure of a policy proposal may be determined by the board's process of involving concerned stakeholder groups in the analysis phase of a policy proposal.

A third, and often overlooked, factor in policy analysis is a comparison of alternative policy proposals and types of futures toward which each alternative leads. It is at this point that the policy maker has the most control to establish the future direction of the school. The decision makers (the board of education) will be in the best position to choose if they can see the consequences of alternative choices in terms of their influence on the future. To carry out this sort of analysis, five areas need to be probed:

1. Trend projections
   - What are the economic indicators?
   - What are the demographic and social indicators?
   - What is the unemployment, population, growth index?
   - How are the stakeholder groups changing?
2. Technology projections
   - How will new technology affect society and education?
   - What new hardware, software and behavior techniques are available?
3. Political projections
   - How will pressure groups change?
   - How will law and current court rulings change?
   - What new social-political issues will emerge?

4. Humanistic projections

   - What will be the emerging needs of society and students?
   - How will lifestyles, beliefs and needs change?

5. Visionary projections

   - What do we want for the future?
   - How can we get to the future?

The policy maker must analyze and synthesize all the information available from the past and the future before attempting to formulate a policy that will have an effect on present and future events.

Policy Definition

A policy, in its broadest sense, is an attempt to clarify and control the future of human events. Essentially, a policy statement is an attempt to increase the likelihood of bringing into being desirable future events. A policy statement attempts to clarify and control when it states the reasons and procedures for student dismissal. A policy attempts to bring into being desirable future events when it lists standards for sixth grade, eighth grade and twelfth grade promotion. Curriculum development through school board policy is the school board's way to predict the skills the adults of the future will need to survive.

A policy is an expression of the events the school board wants to happen. A policy may also be an expression of things the board doesn't want to happen, e.g., a no smoking policy. However, most often a policy statement is an expression of the board's view of what it wants to happen. A policy statement is the means through which the board directs the resources of the school district to meet the uniqueness of its community. A policy tells what is wanted and may also include why it is wanted and how much is wanted. Policy gives direction and clears the way for the administrators to take action.

In other words, policy provides the boundaries within which the educational program can operate. Policy fixes responsibilities and direction. Policy provides guidance for the administration and supervision of the school district. Policy is the process through which the board can maintain local control. "Those who make policy are in control." Policy is the school board's power.

Policy Making Skills

If the school board wants to maintain or increase control, it must become the policy maker. However the educational policy maker has a complex, difficult role to play in increasing local control by requiring an organized policy process. Improved policy making will require the policy maker to develop and reinforce a variety of skills. In particular, the policy maker will need to have skills in: (1) decision making, (2) communication, (3) organizational structure, (4) personnel, (5) motivation, (6) control procedures, (7) leadership, and (8) public relations. In all of these dimensions the policy maker will need to increase his/her capacity for rational-analytic abilities as well as extra-rational capacities, such as creativity, tolerance of ambiguity and the propensity to innovate. The policy maker will need to know how to "manage time effectively," conduct "effective board meetings," "communicate with the community," support "evaluation procedures and roles," support appropriate "board/superintendent relations," serve as a "political statesperson" and be sensitive to his/her own personal needs, beliefs and lifestyles and their effect on others and self.

The community elects its best, its most moral people to make tough policy decisions; it does not elect school board members to buy toilet paper, tacks and tractor tires.

The Policy Workshop

The Policy Development workshop and the Policy is Power workshop approach policy making from a social process viewpoint. The film and workshops emphasize and honor the importance of the individual and honor the needs of individuals to work together for a common cause without giving up their individual needs, beliefs or lifestyles. The film and workshops present a policy cycle that suggests a live, dynamic process that continually evaluates and revises policy considerations.

Identifying a Need

Policies come from the community as represented by the board of education. Most often school board members are elected because they are representative of the majority's view of the values, beliefs and style of the community. Communities elect school board members to manage the schools. Even though the Congress, courts and state legislature have influence on certain aspects of educational policy, local school boards make the policies that actually operate the schools. Local school boards set the tone of the schools. Local school boards employ the teachers and the administrators who implement the policies and set the tone in the schools and classrooms. Local school boards are in control to the degree that they employ administrators and teachers who represent their values, beliefs and style.

In small and unchanging communities which tend to have a more common set of values, the school board's task is not as difficult. On the other hand, in larger and growing communities it is much more difficult to determine a common set of values that is representative of the entire community. In both cases, in order for a policy to be effective and lasting it must reflect the values and the economic, social and political realities of the present and the immediate future. This formula is further compounded, as we all know, when the notion of the community is expanded to take into account all those factors that influence the political, economic and social development of our communities. A new economic commitment to the teachers by a school board in one community has an effect on all the neighboring communities. If one school board agrees to negotiate a permissive item in one community it increases the pressure on all its neighboring school boards to negotiate the same item. Of course, some things are beyond the control of the board of education or a community. Migration trends, for example, may cause a school board to re-examine its staffing patterns or its curriculum offerings.

In one community migration patterns may cause the school board to close a school; whereas in another community, migration trends may cause the school board to build a new school.

In the policy-making process school board members are called upon to be the community's wizards of the future by predicting unknown economic, social and political trends. Twenty years ago how many people would have guessed that gasoline would cost more than $1.00 a gallon? Proposing a policy to meet a need or concern is a responsibility of all people in a community.

Policy at its best emerges when the school board plans ahead or anticipates problems that are likely to be a community concern. Unfortunately, and all too often, policy begins with a reaction to an immediate problem, a controversial speaker, the use of a school building, sex education or a student discipline problem. Policy issues may also be identified as the result of employee negotiations. The astute school board will know when to anticipate and suggest new policy direction or when to let the policy need emerge from the community.

Directing an Analysis

Directing an analysis of a policy proposal is the responsibility of the school board. The board directs the superintendent to conduct a study and gather the information for a policy proposal. The policy study may include, where appropriate, all or a few of the following activities:

1. Involvement of all the people who will be affected by the policy proposal

2. Involvement of resource people, state school board association, private industry, downtown businessmen, school board members, parents, students and others

3. A review of the appropriate research, laws, existing school board policy, what neighboring school districts are doing, etc.

4. An analysis of long and short term political effects

Requiring Policy Options

The school board should require the administrative staff to present a draft of several options to be reviewed with the board. The drafts should include cost analysis in terms of dollars and human resources as well as suggested rules and regulations to enforce the policy.

Reviewing the Policy Draft

Examining and reviewing the policy proposal is a major responsibility of the school board. There should be no surprises. At this stage, the school board may choose to hold public meetings on the policy alternatives. All those who are interested or who will be affected by the proposed policy should be notified. As a result of this process, the board members will have had a chance to listen to arguments and counter-arguments, and they will have had another chance to contribute their thoughts in the light of the public discussions.

Taking Action

After reviewing the policy alternatives and listening to public reaction, the board has one of three decisions to make. These decisions are:

1. To adopt one of the policy alternatives,
2. Reject all the policy alternatives, or
3. Send the proposals back with new instructions for a rewrite.

Implementing and Monitoring

Once a policy has been adopted it then becomes the responsibility of the professional staff to implement and monitor the policy. All policies should be in writing.

There are three purposes of written policy. The first is to conserve school board time and effort by freeing it from routine action. If a school board finds itself routinely making the same decision over and over again it is wasting its time. For example, one school board reviewed its minutes for the past year and found that it had made the decision in 28 different cases as to what outside agencies could use the school's facilities. Then it got into trouble because its decisions were inconsistent and not in writing. Another school board spent a large amount of money and time in legal battles which it eventually lost because it didn't have a written policy on the use of guest speakers. Without written policy school boards are condemned to deal with the routine, e.g., the insignificant actions of buying pencils and dealing with the nuts and bolts. Unless the school board has a set of complete written policies it is doomed to spend 90 percent of its time working with 15 percent of its budget. The board may never get around to what school is about—children and learning.

The second purpose of written policy is to provide for consistency. Actions that are inconsistent and based on personalities rather than a stated set of justifiable values will either create a community feud or end up in court. In either case a lot of school board time and energy is used up on perhaps the wrong issues. Sometimes straw men are created just to keep the school board away from the real purpose of the public schools—children and learning.

The third function of written policy is to give the board's representative, the superintendent, guidance and direction during its absence. Written policy gives direction to the administrative team. Written policy frees the administrative team to give direction to the professional staff.

In other words, the objective of written policy is not to restrict or impede board action, but rather to give consistency and to free the board from routine action. Written policy guides maximize the effectiveness of the management and administrative team.

Reviewing and Evaluating

Every school board needs to have a policy that calls for a systematic review and evaluation of every policy. School boards can get into as much trouble over outdated policies as they can nonexistent policies. Policy development is a live and dynamic process.

Revise or Remove

Recognizing that policy development is a dynamic, live process that causes policies to change as needs, beliefs or lifestyles change, policies must be constantly revised to meet a changing world or removed when appropriate.

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Volume I, Number 2
November 1980

The Executive Review

Institute for School Executives
The University of Iowa

POLICY ABOUT POLICY: SOME THOUGHTS AND PROJECTIONS*

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In this Walter D. Cocking lecture, I hope to achieve three objectives: (1) to provide a rationale for the examination of the governance and management functions at the local school district level; (2) to advance for discussion a set of proposed changes in these functions consistent with the rationale; and (3) to emphasize what I believe to be the importance of policy about policy.[1]

Three questions raised by Yehezkel Dror a dozen years ago provide the general frame for the thoughts and projections which follow:

1. Is public policymaking to follow the traditional pattern of evolving by slowly adjusting to new conditions and knowledge by means of incremental changes and convulsive changes following crisis, or is public policymaking, in part at least, to be consciously subjected to a new and explicit systems redesign that aspires to improve policymaking as much as possible?
2. What optimal design for public policymaking can serve as an instrumental goal toward which real policymaking should be directed?
3. Are there feasible strategies for changing actual policymaking so as to better approximate optimal public policymaking?[2]

My search for answers to these questions reflects a strong bias toward rationality in policy and decision making as well as the incorporation of the best knowledge available in processes attendant to policy and decision making. I do not reject Lindbloom's thesis of incrementalism (muddling through) as an explanation of how things "are," but I do quarrel with the acceptance of incrementalism as satisfactory policy practice for the future.[3]

Local school officials and their constituencies will be facing several critical policy matters in this decade (some new, some enduring). These issues will test severely the structures and processes of policy making within local districts. Despite the cascade of state and federal mandates and a profusion of court decisions that have the effect of policy, there is considerable policy work remaining to be done at the local level. Local control and local responsibility are very much alive. Policy issues are queuing up for local attention. For example, local and state authorities will soon have to develop fresh policies in regard to: the first four years of life; life-long learning; secondary education; equity; classroom control and discipline; global education; languages; human resource development; incentives; testing; and resource acquisition and allocation.[4] I would hope, therefore, that a good many boards would develop *policy about policy*.

In considering *policy about policy* I intend much more than the codification of policies, rules, and regulations, a subject discussed with some enthusiasm at early National Conference of Professors of Educational Administration (NCPEA) meetings, and the annual assemblies of the American Association of School Administrators and the National School Boards Association in the 1940s and 1950s. The object of my concern is the improvement of practice within the local units of government (local school districts) where educational policy is developed. As most of us are aware, governance and management functions are performed within settings and contexts that possess the attributes of the society at large (e.g., uncertainty, turbulence, goallessness, anomie, tensions, and crisis).

The structures and processes of local district governance and management have changed little over the past century. In many places they appear to be creaking and groaning at the seams and at least warrant inspection if not reform. The pursuit of qualitative improvement of educational policy through more rational processes, within an open political environment, is a noble pursuit, certainly worthy of the time and energy of educational administrators.

Rationale

Harold D. Lasswell drew a distinction between *political science* and *policy science*. *Policy science* is composed of two essential elements: (1) the study of the process of deciding and choosing among alternative courses, and (2) the evaluation of the relevance of available knowledge for the solution of particular problems. *Political science* is the study of influence and the influential. It is the science of politics and, as such, states conditions, whereas the philosophy of politics justifies preferences. *Policy science* is more than *political science*, but *political science* is essential to *policy science*. In his section on "Policy Sciences" in the *International Encyclopedia of the Social Sciences*, Lasswell places considerable emphasis upon the sources from which policy scientists can be recruited and trained:

> The chief obligation of the policy sciences relates to the decision process itself. At present the academic disciplines most immediately involved include political science, law, public administration, business management, political sociology, and contemporary political history.[6]

Dror has extended and refined Lasswell's thinking in regard to policy, policy scientist, and policy-making process in ways that I find helpful. Dror maintains that "The major problem at which *policy science* is directed is how to improve the design and operations of policymaking systems."[7] Further, he argues that "*Policy science* can therefore be partly described as the discipline that searches for *policy knowledge*, that seeks general *policy-issue knowledge* and *policymaking knowledge*, and integrates them into a distinct study."[8]

Dror explains that in policy development, knowledge is required of the substance of policy issues, e.g., medical knowledge is relevant to policies about public health, and sociological knowledge is relevant to policies about social segregation.[9] It follows that knowledge about pedagogy is relevant to education policy. Policy-making knowledge refers to such things as how organizational structures operate (organizational theory); coordinating and integrating different policy-making units (political science); and analyzing, improving, and managing complex systems (systems theory).[10]

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*This paper was the Walter D. Cocking Lecture presented at the 34th Annual National Convention of Professors of Educational Administration in August, 1980 at Old Dominion University. The presentation generated considerable interest and discussion among those persons attending the conference. The Institute for School Executives would like to express its appreciation to Dr. Cunningham for his permission to reproduce this important paper.

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For me the distinction between policy issue knowledge and policy-making knowledge is powerful and compelling. It tends to separate the essentially status quo, "acceptance of things as they are," perspective of persons like Lindbloom, from the more optimistic, "we can do something about our circumstances," views of Lasswell and Dror.

Yehezkel Dror says more about policy scientists:

> First, all students of narrow specialties must learn the basic concepts about human and social behavior, especially about those phenomena most likely to be misunderstood by the uninformed. Also, on the graduate level, work on comprehensive policy projects as members of interdisciplinary teams and in survey courses on policy science should be obligatory for students whose professional careers may involve work in policymaking structures, such as traffic engineers, public-health experts, city planners, economists, and statisticians.
>
> Such academic preparation can be very helpful, but is insufficient by itself. The student's lack of time and experience must keep him from doing much more than broadening his horizons, which would still be a big advance over the present situation. Additional steps must be taken to permit better integration of experts into policymaking after they actually begin participating in units that contribute to policymaking. These additional steps might include rotation designed to give single-discipline experts some experience in solving problems comprehensively, planned participation in interprofessional teamwork and in the general training programs for senior civil servants, and for the more important experts, special advanced training courses.
>
> Special attention must be paid to developing new types of experts who specialize in the applications of various interdisciplinary fields to policymaking, especially policy scientists who will serve as professional policy analysts in new staff positions. The new professions of civil strategist and systems analyst demonstrate rather well what I have in mind on a broader scale. Preparing policy scientists for staff positions as policy analysts will be one of the most important functions of policy science, and is a major reason why policy science must be established as a distinct area of research and advanced study.[11]

The several proposals for changing the governance and management of local school districts which follow are intended to achieve practical objectives:

- Use the time and energy of board members and administrators more efficiently and effectively.
- Maintain a primary focus on *education policy*, especially learning outcomes.
- Pursue policy development processes which are open to, indeed, require the participation of citizens and professionals.
- Clarify the accountability of all participants in policy development processes as well as specify the bases for assessing the performance of persons employed by local districts.
- Extend and intensify the citizen role in educational policy development and policy oversight.
- Incorporate the best knowledge available (both policy issue and policy-making knowledge) in the processes of policy development.
- Keep pace with the growing complexity of individual and organizational life, and enhance capacity to anticipate educational needs generated out of change; and
- Lead to the development of *policy about policy*.

Periodically in the history of American education leaders have suggested that boards of education have become anachronisms, have fulfilled their mission, should be reformed, or quietly fade away.[12] There was a period at the turn of the century when the notion of abolishing school boards attracted support from the then-emerging profession of educational administration joined by elites from the business and higher education communities. The theme was revised and revitalized in the late 1920s, principally by Charles Judd, then chairman of the Department of Education at the University of Chicago.

More recently, Dr. Gene Geisert, former superintendent of schools in New Orleans, made suggestions regarding altered governance for large city school districts which would change, if not diminish, the role of boards. Several proposals have been advanced for new metropolitan forms of school governance with modest alterations in the policy and managerial expectations for boards and superintendents.[13] None of these proposals has called for the removal of laymen from policy responsibilities for school districts.

On occasion the governance and management of school systems has been wrested from local school authorities and placed in unique forms of receivership or trusteeship. (South Boston High School, Trenton, New Jersey, and the Cleveland, Ohio, public schools are recent examples.) These receiverships have been generated out of crisis circumstances which called for extraordinary forms of state and/or court intervention. The proposals that follow are not crisis centered nor are they framed on the belief that laymen are necessarily managing education ineffectively, capriciously, or selfishly in most places. These proposed changes are based essentially on the recognition that the complexity of today's public institutions is such that they are often not governable or manageable within present approaches to their governance and management and are likely to be less so in the future. To put it another way, new and altered ground rules regarding policy development are essential if governors and managers are to conduct their business satisfactorily in the future. My proposals therefore retain the principles of local control and policy determination by citizens but change the conditions under which policy is determined and administration is performed. I am at the same time intending to strengthen institutional appraisal by placing school board members, school administrators, and the leaders of professional organizations in clearer, more fundamentally accountable positions. It is expected that the present pattern of school board behavior and ideology be altered in favor of practices which will allow sounder, more rationally determined school district policy.

Synopsis of the Policy about Policy Proposals

Should local school boards (and state education authorities where required) take action in regard to these proposals they would in fact be developing *policy about policy*.

I propose:

1. That local boards of education develop discrete and definitive policy about policy, some of which are implied by the subsequent proposals for change in the governance and management of local school districts
2. That educational policy become the primary and continuing policy focus of local school officials as distinct from personnel, business, and physical facilities, for example
3. That school boards meet four times per year for extended periods of time (two or three days) in order to gain full command of policy-related data and knowledge, have time to reflect, and consider the views of citizens in regard to policies under consideration
4. That policy-making agenda be prepared two to three years in advance to frame the work of the board, administrative staff, professional organization leaders, student leaders, and citizen groups
5. That superintendents be given long-term contracts (three to five years) with clear-cut guidelines to surround their performance as well as the freedom to administer schools within those boundaries
6. That the form and substance of the superintendent's evaluation be clearly defined and understood at the outset of the contractual period and that data be accumulated and organized to allow the board as the employing agency to pass adequate judgment about the superintendent's performance
7. That the employee salary and wage determination prerogative now retained by boards of education of local school districts be moved to the state level
8. That representatives of professional groups (teachers and administrators organizations) for local school districts become members of

the local boards of education and assume policy and accountability responsibilities equivalent to that office.

9. That boards of education utilize a disciplined framework for policy enunciation and employ that framework within a facility especially designed for that activity, one which emphasizes the efficient use of data retrieval and display technology.
10. That school board members and the executive staffs of school districts be trained to handle policy development activity for their enterprises.
11. That one or more states pass special legislation allowing school districts to suspend (for a period of time) current statutes, rules, and regulations for the governance and management of school districts in order to test alternative approaches to governance and management; and
12. That processes of policy development and their enunciation as well as the processes of management be designed to include genuine, sustained student, parent, citizen, and professional educator involvement.

Discussion of the Proposals

The several proposals are a package for the most part.[14] There may be some value achieved by implementing one or two without the rest. But if the objective is effective education policy and managerial performance with accountability clearly defined, *then the proposals should be considered as a set*. They must meet the criterion of contributing directly and demonstrably to improved education for all who enroll in a district's schools.

Proposal One

Local boards of education develop discrete and definitive policy about policy, some of which are implied by the remaining proposals for strengthening the governance and management of local school districts.

Much of what should be achieved early in the consideration of these changes, in my judgment, is the establishment of an ethos or climate within which the policy function is ennobled and understood. Such an ethos presumes commitment to policy development and belief in its significance on the part of policy makers and executives. Policy making as now experienced is simultaneously the most difficult and least systematized activity of legislative and executive persons. It is likewise an activity where there is a significant gap between what is known of how policies can best be formulated and the ways that individuals and institutions do in fact make policy because we do know how to do it better. Thus there is the genuine prospect that the quality of policy output can be improved.

Dror argues pursuasively that changes are needed in structure and process patterns if we are to improve a policy-making system.[15] To begin then, we need to consider policy which legitimizes the need to examine the structures and processes of policy making. School boards, with the concurrence of representative constituencies, should agree that their policy-making practices and procedures may benefit from close inspection potentially leading to redefinition and restructuring. With such agreement, then, many *policy about policy* issues become legitimate. Among those may be the development of explicit policy-making methods and processes. Dror suggests that for purposes of current policy making, the following elements should be standard features of a preferable policy-making method:

1. There should be some clarification of values, objectives, and criteria for decision making.
2. The method should include identifying the alternatives, with an effort to consider new alternatives (by surveying comparative literature, experience, and available theories) and to stimulate creation of novel alternatives.
3. The method should include preliminary estimating of expected payoffs from the various alternatives, and deciding whether a strategy of minimal risk or of innovation is preferable.
4. If the first, the incremental-change model should be followed. If the latter, the next step is establishing a cutoff horizon for considering the possible results of the alternative policies, and identifying the major expected results, relying on available knowledge and on intuition.
5. Analysis of the alternatives should deal with both quantitative ("economic") and qualitative ("political") factors, in order to overcome the limitations of current systems analysis and advance toward policy analysis.
6. The method should include an effort to decide whether the issue is important enough to make more comprehensive analysis worthwhile.
7. Theory and experience, rationality and extrarationality, will all be relied upon; the composition of the mix must depend upon their various availabilities and on the nature of the problem.
8. Explicit techniques, such as simulation and the Delphi method, should be used as far as they are appropriate, and knowledge from various disciplines should be brought to bear on the issues involved.
9. The method should include explicit arrangements to improve the policy making by systematic learning from experience, stimulating initiative and creativity, developing the staff, and encouraging intellectual effort.[16]

Dror's methods lend themselves to incorporation within a *policy development process*. From my perspective a *policy development process* is similar to but not the same as the *political process*. The *political process* is usually thought to be a set of political activities involving heterogeneous sets of participants interacting one with another where basic values are translated into policy preferences. The *policy development process* is a much more sophisticated concept. It includes in its execution (1) a deliberate attempt to incorporate the most advanced forms of policy issue knowledge and information available related to the policies to be enunciated; and (2) a monitored political activity designed to ensure the broadest set of perspectives possible.[17]

The weight of proposal one is not to locate ways to reduce the interference or meddling on the part of school board members in the everyday administration of the school system. The everyday meddling (or involvement if you prefer) of school board members in administrative matters that occurs across the country is understandable. In fact, board members believe deeply that they are serving their constituents when they interfere and meddle. Administrators often have little understanding of or patience for this sense of responsiveness that board members possess. As a consequence considerable institutional energy goes into disputes over the boundaries of board member and superintendent authority and responsibility.

Thus proposal one is based on the premise that both policy and administrative activity can be more efficient and effective if there is a *substantial alteration in the ground rules* for those activities. I believe that there should be intensive focusing of energy on each in the expectation that the integration of governance and management functions will produce a sounder institution. F. J. Roethlisberger noted in 1941 that:

> No conceptual framework can do more violence to the territory of the executive, or of anyone who is dealing concretely with cooperative phenomena, than the simple notion of cause and effect. For such a person in a position of responsibility a concept of a system involving relations of interdependence is much more useful because it structurally represents the complex events and their interrelations with which he has to deal.[18]

Proposal Two

Educational policy become the primary and continuing policy focus of local school officials as distinct from personnel, business, and physical facilities, for example.

I have been concerned in recent years about the drift of school board and executive service away from policy devoted directly to the educational process and learning outcomes for clients of the system. My concern is similar to but not quite the same as what Callahan labeled as "the descent into trivia."[19] In the period of 1973-76, I had the opportunity to observe two major school boards close-up. In fact, I attended most of the meetings of one board (including committees) for a full year. My conclusion from those observations is that those boards' energies were addressed overwhelmingly to adult matters, those of personnel and finance especially, with little or no time devoted to the children and youth enrolled. Such adult-centeredness could be defended had the preoccupation with adult-centered issues linked visibly and fundamentally to learning. But in most cases, as with collective negotiations, for example, that linkage could not be determined.

Thus proposal two, like proposal one regarding a policy ethos, involves a commitment to *educational policy* first and foremost. It requires tenacity and vigilance on the part of school board members and professionals alike. And to ensure against drift and preoccupation with educationally remote matters, school boards should require of themselves and their executive staffs, *educational impact statements* to accompany their prescriptions. Each major decision or policy should be measured against its educational meaning for those enrolled in the district. Current techniques for impact assessments may not be well enough developed to meet local district needs. But the perfection of these techniques can become an objective and be another of the district's policies about policy.

Proposal Three

The school boards meet four times per year for extended periods of time (two or three days in succession) in order to gain full command of policy-related data and knowledge, have time to reflect, and consider the views of citizens in regard to policies under consideration.

In each of the large cities that were a part of a recent study of school boards, board members were spending an inordinate amount of time (much of it wasteful) in meetings of the full board plus committees of the board. Additional time was invested in preparation for board meetings. Board members were also engaging in extensive communication with one another, with school administrators, and with their constituents, between meetings, seeking the perspectives of others as well as listening to those brought to their attention regarding issues before the boards. Despite these investments of time and effort board members and school administrators shared frustrations about their inabilities to produce decisions that had some prospect for resolving problems and issues before them.

Regular and special meetings of school boards are often frenetic and unproductive. Policies are developed from a shallow information and data base. Some of the policies that are enunciated issue from what appear to be pure emotion and feeling rather than hard data and fact. The "attention span" of individual board members or the board as a collectivity is exceptionally brief and skimpy for some policy matters and exceptionally protracted for others. There is little *meaningful specialized policy language* used regarding policy and policy development. Most decisions are taken without thoughtful and in-depth consideration of how those decisions relate to existing decisions or existing policies. Effective cross-referencing hardly exists at all. Important financial decisions are often taken at the very last minute, under extreme pressure, and with little understanding of or consideration for the long-range fiscal or pedagogical consequences of those decisions.

Proposal three is designed to improve upon those circumstances. Boards should meet for extended periods of time (in my judgment for two or three days in publicly announced policy development sessions). These meetings should focus upon a review of the educational policy needs of the system, the development of a policy-making agenda, and the consideration of policy proposals produced through an agreed upon policy development process. Such work should take place in an environment (described later) designed specially to augment the policy development process. Staff work prior to policy development sessions should likewise reflect the most rational and effective policy development process techniques and practices known.

Proposal Four

Policy-making agenda be prepared two or three years in advance to frame the work of the board, administrative staff, professional organization leaders, student leaders, and citizen groups.

Boards at all levels (with the participation of administrators, the leaders of professional organizations, students where helpful, and citizen group leaders) should develop a policy calendar which incorporates the policy agenda. The calendar should cover at least a two-year time span with the first year (four quarterly meetings) firmly in place and the second year reasonably firm with the opportunity to make adjustments for satisfactory reasons.

As indicated it would be expected that the policy needs for a school system would be carefully considered and then calendared. The calendar and agenda would be announced and made available to the public. For example, during a year of quarterly meetings school officials may choose to spend their first *policy development period* deciding the district's policy stance on preschooling (or the district's investment in the educational needs of children during their first four years of life). During the second *policy development period* the focus may be on the problems of graduates that are unemployable. A third intensive *policy development period* may be invested in producing policies for personnel evaluation, and a fourth may address discipline and classroom control. Over a period of three years, a dozen policy areas could be thoroughly developed. Currently many school districts operate with policies that are underdeveloped, obsolete, or nonexistent.[20]

Choices of items for the policy agenda should not be made casually. Considerable time and effort will be required of staff to prepare for two or three days of policy discussion and policy choice with opportunities for citizen involvement. The writing of policy-related documents, identification and briefing of experts, scheduling of hearings, are energy consuming and may compete with the performance of everyday managerial functions. Thus the selection of policy arenas for development becomes a central governance and managerial responsibility. It is likely that only a few major policy areas can be developed and approved (prescribed) in a calendar year.

Proposal Five

Superintendents be given long-term contracts (three to five years) with clear-cut guidelines to surround their performance as well as be given the freedom to administer schools within those boundaries.

Board members are to fulfill three functions basically: First, they *are to choose a superintendent* and develop policies and procedures for evaluating the individual's performance. Second, they are to be responsible for *policy development and policy enunciation*. Third, they are to be responsible for *appraising the district's performance* and reporting to the public on that performance.

This proposal has to do with each of those three functions but speaks more directly to the first. Three to five years is a brief period in which to expect administrative personnel to achieve institutional goals and objectives.[21] It is a long time however for an ineffective superintendent to impact negatively upon an enterprise. Thus, a three- to five-year time frame seems to be reasonable on the one hand but somewhat dangerous on the other. Implicit in this proposal is the belief that the chief administrator should have freedom to administer the schools with a minimum of board interference. It is essential that executive responsibility be focused intensively upon the day-to-day operation of the system as well as providing backup services to the *policy development process*. Many district level administrative staffs in city school systems we have observed spend 50 percent or more of their working hours fulfilling service responsibilities (including running errands) for members of the board of education.[22] Such demands leave only a modest amount of time for the actual management of the district. Thus this proposal calls for a better balance and a clearer distinction between day-to-day management and servicing the policy development process.

Servicing the *policy development process* could be the responsibility of a policy scientist at least in large districts or at the state level. Learnings from policy science can be inserted into the development of educational policy. It is the occasion for exhibiting skills in the incorporation of *policy development process knowledge* and *policy issue knowledge* simultaneously into policy development. In most situations it would be unreasonable to expect that the superintendent of schools would fulfill the policy scientist role and function for school districts. It would not be unreasonable however to expect that the superintendent and executive staff would understand the contribution that a policy scientist can make to the policy development process. Thus it would seem reasonable that school officials would take steps to ensure that the policy scientist role and function be provided for in some way.

Proposal Six

The form and substance of the superintendent's evaluation be clearly defined and understood at the outset of the contractual period and that data be accumulated and organized to allow the board as the employing agency opportunity to pass adequate judgment upon the superintendent's performance.

The accountability problem as it relates to executives in large-scale public organizations has hardly been touched in terms of effective ministry. The employment of the superintendent is a proper occasion for the examination of the provisions under which the superintendent is to be accountable. If board members are to focus on *policy development* (their role) with a minimum of attention to administrative matters (the executive role), then the superintendent's duties and responsibilities flow rather naturally from that decision.

The superintendent should be evaluated in terms of the successful management of the school system as well as the individual's ability to aid and support the *policy development process*. These are interrelated but distinct zones of executive responsibility. Both need to be spelled out in detail, thoroughly discussed by the board and the executive, and monitored with data collection devices consistent with the dual zones of responsibility.[23]

Proposal Seven

The employee salary and wage determination prerogative now retained by boards of education at local district levels be moved to the state level.

This may be the most controversial proposal of those advanced in this paper. It is one that just about everyone will question for one reason or other, but it is not clear who or how many will oppose it. It may be the most important proposal, however, if learning is to be improved.

The impact of collective bargaining on *educational policy development processes* at the district level is essentially negative. Considerable energy goes into negotiations detracting from both the management of the enterprise and rational policy development processes. In fact, collective bargaining in some school districts has become a major policy-enunciating activity for the system and is a process that fails to meet the criterion of political openness.

The collective bargaining process as practiced presently is sheltered, nearly clandestine, and rules out participation of many interested parties. The interests of students, parents, taxpayers, teachers, administrators, and others are ineffectively reflected at the table. There is little room for considering the items under negotiation in terms of their implications for such basic policy matters as learning outcomes, the effective desegregation and integration of schools, or the extraordinary problems of moving from adolescence into adulthood that young people experience today.

Thus I am proposing that salary, wage, and fringe benefit determinations be moved to the state level. This will allow local district board members and administrators to focus on *policy development* that is related fundamentally to pedagogy and learning. Such a change will lift an enormous burden from the shoulders of local school officials and liberate them for work directly and fundamentally related to the learning of young people.

Bargaining at the state level has been discussed recently in California where staff for the senate education committee conducted hearings on the concept. Obviously the political implications of this proposed change are profound, but they are not without positive consequences at the state level too. Education will be center stage, inescapably attracting statewide interest in the problems of teachers and other educational professionals.

Proposal Eight

Representatives of professional groups (teachers' and administrators' organizations) for local school districts become members of local boards of education and assume policy and accountability responsibilities equivalent to their offices.

Most, if not all, states would have to pass legislation that would permit representatives of professional groups to have designated places upon local policy bodies. It is a proposal that has many flaws and is offered after considerable reflection. It is advanced partially from frustration and after witnessing the displacement of the educational welfare of children and youth with other interests that tend to erode educational opportunity.

There have been unfortunate divisions between and among teachers, administrators, and school board members who on a day-to-day basis are responsible for local district teaching, managing, and policy making. The weight of this proposal rests on *shared responsibilities for policy development and institutional accountability* among professional staff and school boards. Practitioners at the classroom and building levels are informed people with contributions to make in the educational policy development process. The products of policy development activity ought to reflect directly the best thinking *of laymen and professionals*. Thus it is of substantial importance that such persons be responsibly involved.

Historically, it was expected that superintendents would and could reflect the educational significance and implications of policy under consideration by boards of education. Such is not the case any longer, at least in many school districts with long histories of negotiated agreements. In some districts, perhaps many, it is literally not possible to develop needed new educational policies either because of existing negotiated contracts or the implications for future contracts are so severe as to cause board members and superintendents to abandon such *educational policy development* all together. They have reached an unfortunate stage of educational policy paralysis. Thus this proposal, linked with the movement of collective negotiations to the state level, is intended to produce badly needed new education policy at the local district level.

Proposal Nine

Boards of education utilize a disciplined framework for policy enunciation and employ that framework within a facility especially designed for that activity, one which emphasizes the efficient and rational use of data retrieval and display technology.

As indicated earlier, it is my belief that boards of education and executive staffs adopt a rational approach to policy development. I would go even further and recommend adaptations of the decision seminar model of policy development authored by Harold D. Lasswell.[24] The decision seminar is both theoretically complete and practically feasible when persons are trained in its use. It has been tested in many contexts and holds unusual promise as a tool for public problem solving.[25] The model is both simple and complex simultaneously. It is data and information dependent, relies heavily upon rational processes, and permits (even demands) in its usage that the most contemporary and significant information be incorporated.[26]

The decision seminar operates most effectively in a physical environment conducive to the use of computer technology and management information systems. Ideally the policy development processes should occur around a large octagonal table with primary participants seated in a "theater in the round" arrangement allowing secondary and tertiary participants to witness and take part in policy development activity within policies and procedures established for that purpose. Technology should also be available to broadcast and/or telecast the proceedings to the community. Interactive communication with the community should be possible through telephone arrangements or other more advanced cable television capacity, again through policies and procedures established for this purpose.

Proposal Ten

School board members and executive staffs of school districts be trained to handle policy development activity for their enterprises.

There is an assumption that persons elected to public office as well as those appointed to professional administrative positions are fully competent to engage in policy development activities consistent with their responsibilities. Nothing could be further from the truth in either category.[27] The complexities which surround policy development and administration of education (and other institutions) are so extreme that they escape the ordinary patterns of learning and/or preparation.[28] Governance and management require disciplined approaches that are both efficient and effective. And persons must be especially trained to use those approaches if they are to produce policy and administrative activity consistent with the needs of contemporary institutions.[29] Haphazard, catch as catch can, incoherent and irrational approaches which have characterized policy and executive life in large institutions over the past two decades will not carry the weight of governance and management needs much further. Radical change is required and that includes the incorporation of an open, ordered approach to policy development and the special training and preparation of persons who are expected to employ a more rational system.

Proposal Eleven

One or more states should pass special legislation allowing school districts to suspend (for a period of time) current statutes, rules and regulations for the governance and management of school districts in order to test alternative approaches to governance and management.

The concepts and ideas incorporated in the proposals above are radical from one perspective, modest from another. They are probably too radical for state mandate and thus warrant special, almost hothouse conditions, for their testing and trial runs. Thus I urge state legislation which will permit local school districts, within prescribed parameters, to set aside existing governance and management provisions in order to test new approaches. A few of our local school districts cannot survive much longer with existing governance and management patterns.[30] Therefore, it would seem defensible for state legislatures to establish conditions and circumstances under which the test of new approaches can go forward possibly within these troubled districts at least. Careful thought and planning will be necessary even in the formulation of legislation to allow such experimentation to occur. But *those conditions and ground rules can be spelled out* to allow experimentation to proceed responsibly.

Proposal Twelve

The processes of policy development and their enunciation as well as the processes of management be designed so as to include genuine, sustained student, parent, and other citizen involvements.

These proposals may appear, despite disclaimers, to be elitist in character and intent. It may be feared that they would produce a closed system rather than an open one, to overestimate the value of knowledge and information, and to place too much confidence in board members ability to develop policy, and managers ability to manage under conditions of freedom and nonintervention. They are not.

I believe, with others, that policy development processes and management processes must be open and incorporate many perspectives. Participation is essential for a broad spectrum of citizens and professionals in all phases of policy development and management. Policy development implies a developmental process. Policy should not emerge full blown from the mouth of Zeus. Policy ought to be the product of lengthy study and investigation, citizen and professional review, and refinement before enunciation. The policy itself must reflect the finest thinking available, enlightened by the best research available. Similarly managerial activity must proceed with citizen involvement especially in the appraisal of institutional effectiveness.

This is an area where *policy about policy* is needed whether or not the other proposals for change are considered. Over the past dozen years or so local school officials have modified their practices regarding public participation and involvement in local decision making. But few districts have produced comprehensive, well considered, local district policies in respect to participation and involvement.

A system of citizen involvement at the building level with well-defined missions and purposes should be linked conceptually and practically to the governance and management system at the district level.[31] The present forms and structures for citizen involvement often lead to frustration rather than satisfaction, and valuable citizen energies are wasted as a consequence.[32]

Concluding Discussion

There are implications to be drawn from the proposals outlined above. Some are latent. Some are manifest. Some are hidden. Some are in full view.

It is clear that one set of implications relates to policy development itself. From my perspective, it is evident that *policy development process* is an important concept and should be addressed to broad sectors of educational policy needs. It is also clear that policy development needs to be a disciplined and organized process requiring extensive amounts of time, conducted in settings conducive to concentration and reflection, and incorporating participation of laymen and professionals. Similarly there needs to be intensive thought given to *the policy needs* of school districts, including public and professional involvement in their identification, to the preparation of policy development agendas and calendars, to provisions for the training of school officials in their respective policy-making roles and responsibilities in the *policy development process*, and to incorporation of policy technologies and support capabilities to enhance the quality of policy products.

It is also clear that the policy requirements of an institution once understood, defined, and calendared are manageable and can be met. In chaotic circumstances often many decisions are made but few well-developed policies are produced. Actually only a few basic policies need to be developed each year. Thus what may appear to be an overwhelming problem is not so intimidating when it is broken out into policy sectors and fitted into a rational agenda of review and development. The segmenting of intensive work on policy permits a staff to have reasonable periods of time to perform policy development services to board members. Much of the current frenzy which marks executive activity vis-á-vis school board need would be reduced. Information, which results from within district research as well as new knowledge acquired from other sources can be incorporated into the policy development processes.[33] Now it is not.

It *is not* the intent of these proposals to depoliticize education. It *is* the intent to make the policy process more open and accessible to larger numbers of stakeholders, less vulnerable to the machinations of policy elites, and more yielding to the best policy science intelligence that man has been able to devise. Implementation of the proposals would compartmentalize a bit more clearly the work of board members and executive staffs. But it would also lead to the integration of these two functions in order to produce an improved quality of institutional performance. In terms of power, more power would exist in the situation. The power and influence of neither the governors nor the managers would be reduced. Both would be enhanced. Implementation of these proposals would in my judgment create a setting where the idealized "creative experience" so wisely articulated by Mary Parker Follett in the mid 1920s could be realized. It would in fact be possible for integrative behavior to occur, reducing the occasions for compromise and stalemate.

There are constitutional, statutory, and other legal problems associated with the proposals. If taken seriously they may lead to rather general reexamination of the constitutional and statutory provisions for the governance and management of local districts. For example, many current school board responsibilities may need to be managed in other ways. Determining salaries and wages of school personnel, constructing (even naming) school buildings, authorizing the issuance of bonds, setting school tax elections or referenda of other sorts, the approval of federal applications for funding, and other such decisions may be designated as responsibilities of other governments.

The removal of the collective bargaining function from local districts and placing it at the state level would clear out underbrush and permit boards of education and top school officials *to focus more directly upon pedagogical and learning policy*. State level bargaining may lead to a clearer, uniform delineation of the scope of bargaining and to the identification of educational program costs as distinct from those of personnel.

The three basic responsibilities of board members stated earlier would set the tone and establish the parameters of board and executive activity. Consequences would flow from responsible attention to those three board responsibilities. Much of the current trivia which occupies board member time and energy would fall away in favor of responsible educational policy activity and appraisal. The energies of the administrative staff, on the other hand, would be devoted to the effective administration of policies enunciated by the board. As a consequence of longer contracts for superintendents the period for judging the effectiveness of administrative leadership and performance would be extended. At the same time school district planning would fall within longer time frames, and some sanity could be restored to the administration of many school districts where chaos is now the rule.

The final set of implications surrounds the need to prepare both policy makers and executives in ways consistent with these new emphases. It is proper to caution that the precise forms and content of *policy development process training* is yet to be organized. In fact, there is substantial skepticism about the current capacity of policy scientists to contribute much of value to policy development. Lindbloom and Cohen in commenting upon policy analysis and systems analysis say that:

> Waste, noise, and the excesses of 'policy analysis' all reflect we suggest, a kind of hyper-rationalism among pPSI (practitioners of Professional Social Inquiry). As a result of inattention to the limited contribution of PSI to social problem solving so far, pPSI often succumb to the belief that, given enough PSI, all social problems can be significantly ameliorated by it. In actual historical fact, the 'solution' to many social problems is simply continued suffering. Or repression. Or a solution that itself creates new problems.

The present conduct of governance and managerial activity often appears rational, but that is essentially a veneer. Attendance at board meetings of a large city recently was shocking, even though I have been attending board meetings in school districts (large and small) across the nation for nearly 30 years. The agenda for the session, a regular meeting, was on a single sheet of paper with no documentation. There was no way for people in the audience to follow what was happening. During the meeting no explicit references were made to the agenda. Board members were obviously posturing and preening for media and constituents in the audience. The administrative staff was unorganized. No references were made to learning; all discussion was adult-centered. The relationship between the work of the governors and managers in this district and learning activity in the classrooms of that large city were not discernible. School board members and administrators of that district (as well as many others) would have to be trained in policy development. Thus there are implications for colleges, universities, consulting firms, state departments, school board and professional organizations, and other governmental agencies regarding the pre- and inservice training of executives and board of education members in policy development.[35]

These proposals are modest when we consider the seriousness of the need for improved performance. In my judgment the time has passed for casual, uninformed policy making.[36]

Some local and state boards of education are moving in some of the directions that I have proposed. The State Board of Education in Illinois is reflecting in its practice some of the ideas I have discussed, specifically the utilization of a policy development process, an annual three-day retreat for learning and planning, training in policy development processes, and the development of an extended policy agenda. The Toledo public schools are designing a "map and strategy" room to facilitate policy development. The Milwaukee Board of Education is considering *policy about policy*, and the new Chicago Board of Education may consider some of the concepts herein proposed. The California State Senate held hearings recently on moving collective bargaining to the state level. At The Ohio State University we will be convening (in conjunction with the University Council for Educational Administration (UCEA) partnership program) representatives of a half-dozen school districts to consider the above proposals for potential adoption or adaptation.

These are modest beginnings. Much more fundamental, far-reaching reforms are required.

Footnotes

1. Discussion of policy usually engenders a lively debate covering perennial questions: What is policy? What is it not? Where does policy come from? Where does it not come from? Who makes policy? Who does not make policy? Settling upon a definition of the term policy within the academic community is itself a challenge of some dimension. For my purposes I use the definition of policy found in *A Dictionary of the Social Sciences*. "Policy refers to a course of action or intended course of action conceived as deliberately adopted, after a review of possible alternatives, and pursued, or intended to be pursued."
2. Yehezkel Dror, *Public Policymaking Reexamined* (San Francisco: Chandler Publishing Company, 1968), pp. 299-300.
3. See Charles E. Lindbloom, *The Intelligence of Democracy*. New York: The Free Press, 1965. Lindbloom argues that decision makers and/or policy makers do not attempt comprehensive survey and evaluation of decision and policy arenas. Rather they proceed incrementally and take as their starting points not the whole range of decision and/or policy alternatives but only the here and now in which we live, and they move on to consider how alternatives might be made at the margins. Lindbloom rejects essentially the theses of Lasswell and Dror which support comprehensive, wholistic approaches to policy examination and development.
4. Many of the challenges to school boards are described in Roald F. Campbell et al, *The Organization and Control of American Schools*, Fourth Edition, Columbus, Ohio: Charles E. Merrill Publishing Company, 1980, Chapter VIII.
5. Harold D. Lasswell, *A Pre-View of Policy Sciences* (New York: American Elsevier Publishing Company, 1971).
6. Harold D. Lasswell, "Policy Sciences." *International Encyclopedia of the Social Sciences*. David L. Sills, ed. (New York: The Macmillan Company and The Free Press, 1968, Vol. 12), p. 188. In conversations with Professor Lasswell in the six years prior to his death in 1978, we talked about the recruitment and training of policy scientists. He offered that preparation programs in educational administration would be another source of policy scientists. Persons chosen from educational administration for policy science careers would benefit from internship programs that would bring them into intimate contact with decision and/or policy processes. Such experience could occur at one or more levels of government or within any of several arenas of substantive interest, e.g., education, energy, international relations.
7. Dror, *op. cit.*, p. 8.
8. *Ibid.*
9. *Ibid.*, p. 7.
10. *Ibid.*, p. 8.
11. *Ibid.*, p. 257.
12. Raymond E. Callahan, "The American Board of Education, 1789-1960," in *Understanding School Boards*, ed. Peter J. Cistone (Lexington, Mass.: Lexington Books, 1975), pp. 19-46.
13. The most comprehensive reviews of metropolitan school governance and proposals for change appear in the two-volume work edited by McKelvey. Troy V. McKelvey, ed., *Metropolitan School Organization* (Berkeley, California: McCutchan Publishing Corporation, 1973).
14. Several of the proposals for change in the governance and management of local school districts were presented originally to the Utah Staff Seminar in Education, Salt Lake City, October 4, 1979, in a paper entitled "The Governance of Schools at the Local Level: Rules of Boards, Administrators, Teacher Organizations, and the Public." Later the same proposals were discussed at the annual meeting of the Pacific Regional School Boards Association, Tucson, Arizona, December 1979.
15. Dror, *op. cit.*, p. 301.
16. *Ibid.*, pp. 271-272.
17. The need for "policy development policy" and a framework for policy development processes are more fully presented in Luvern L. Cunningham, "Systematic Approaches to the Governance and Management of Urban Education," *Studies in Educational Administration and Organization* (Haifa, Israel: Center for Educational Administration, 1978). The theory is drawn from Yehezkel Dror, *Public Policymaking Reexamined* (San Francisco: Chandler Publishing Co., 1968).
18. F. J. Roethlisberger, *Management and Morale* (Cambridge, Mass.: Harvard University Press, 1956), p. 174.
19. Raymond E. Callahan, *Education and the Cult of Efficiency* (Chicago: The University of Chicago Press, 1962), pp. 240-243.
20. Many large districts have found it very difficult to maintain up-to-date policy, procedures, rules and regulations documents. The problem is complicated by the growing numbers of rules and regulations accompanying state and federal programs. As a consequence administrators, teachers, board members, and citizens are poorly informed about what policies are.
21. Length of contract has been discussed thoroughly over the years. Liberman argued for five-year contracts 20 years ago in Myron Liberman, *The Future of Public Education* (Chicago: University of Chicago Press, 1960), p. 282. Nevertheless Utah, for example, limits superintendents' contracts to two years.
22. This situation was particularly severe in San Francisco in the mid 1970s. Individual board members "demanded" that the superintendent's staff make studies, prepare reports, or make investigations of matters of particular interest to them. On one occasion one board member ordered that the central staff make a conflict of interest analysis of the boards of directors of all foundations that provided grants to the San Francisco Unified School District. Many foundations were involved one of which had nearly one hundred members on its board. The problem was made more severe when only two weeks were allowed for the completion of the request.
23. Few criteria for the evaluation of superintendents contain explicit statements regarding competence in leading a policy development process. Carol studied the evaluation of superintendents in New Jersey in the early 1970s. There were no examples of policy development criteria being applied. Lila N. Carol, *Evaluating Chief School Officers in Local School Districts* (Trenton, New Jersey: New Jersey School Boards Association, 1972).
24. Harold D. Lasswell, *A Pre-View of Policy Sciences* (New York: Elsevier Publishing Company, Inc., 1971).
25. Luvern L. Cunningham, "Policy Sciences in the Field: 1973-78," *Quarterly Report* (Columbus, Ohio: The Mershon Center, 1979). Also see Luvern L. Cunningham, "Applying Lasswell's Concepts in Field Situations: Diagnostic and Prescriptive Values." Paper presented at The International Society of Political Psychology, Third Annual Scientific Meeting, June 6, 1980, Boston, Mass.
26. For a synopsis of concepts involved in the decision seminar see Philip M. Burgess and Larry L. Slonaker, *The Decision Seminar* (Columbus: The Ohio State University Press, 1978).
27. There are some things that can be done to improve the performance of public officials. See Glenn D. Paige, *The Scientific Study of Leadership*.
28. John W. Gardner, in his recent book *Morale*, sets the context and requirements for modern leadership insightfully stating that "The task of leaders in our kind of society is to help us understand the problems that all must face, to aid in setting of goals and priorities, and to work with others in finding paths to those goals." John W. Gardner, *Morale* (New York: W. W. Norton and Company, Inc., 1978), Chapter 16.
29. It is interesting that a volume written in 1966 directed to the problems of 1980 contained a chapter where the author emphasized the need for the public to educate itself about its problems and to use "social inventions" particularly as defined by Harold D. Lasswell to meet that need. Roger L. Shinn, "Human Responsibility in an Emerging Society," in *Prospective Changes in Society by 1980*, Edgar L. Morphet and Charles O. Ryan, eds. (Denver: Designing Education for the Future, 1362 Lincoln Street, 1966), Chapter 15.
30. The Cleveland, Ohio Public School System is a case in point. It remains on the verge of fiscal and educational bankruptcy with little hope of improvement short of complete reform within its governance and management.
31. Luvern L. Cunningham, et al., *Improving Education in Florida: A Reassessment* (Tallahassee, Florida: Select Joint Committee on Public Schools of the Florida Legislation, 1978), Chapter 3.
32. Robert E. Herriott and Neal Gross, eds., *The Dynamics of Planned Educational Change* (Berkeley, California: McCutchan Publishing Corporation, 1978), pp. 255-56.

33. Such contexts for policy development permit the achievement of "double loop" learning first noted by Eric Ashby. For further discussion of "double loop" learning refer to Chris Argyris and Donald A. Schon, *Theory in Practice: Increasing Professional Effectiveness* (San Francisco: Jossey-Bass, Inc., Publishers, 1974).
34. Charles E. Lindbloom and David K. Cohen, *Usable Knowledge* (New Haven and London: Yale University Press, 1979) p. 91.
35. It is well to remember that there are psychic as well as dollar costs involved in retraining. Harold D. Lasswell, "The Changing Nature of Human Nature," *American Journal of Psycho Analysis*, XXVI, No. 2, 1967.
36. Alvin Toffler's book *Future Shock* (New York: Random House, 1970) was published nearly ten years ago. It is well worth reading again, as his most recent volume *The Third Wave* (New York: William Morrow and Company, Inc., 1980).

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Institute for School Executives

THE EXECUTIVE REVIEW
Published eight times a year by

The University of Iowa
210 Lindquist Center
Iowa City, Iowa 52242

William C. Bozeman, *Editor*
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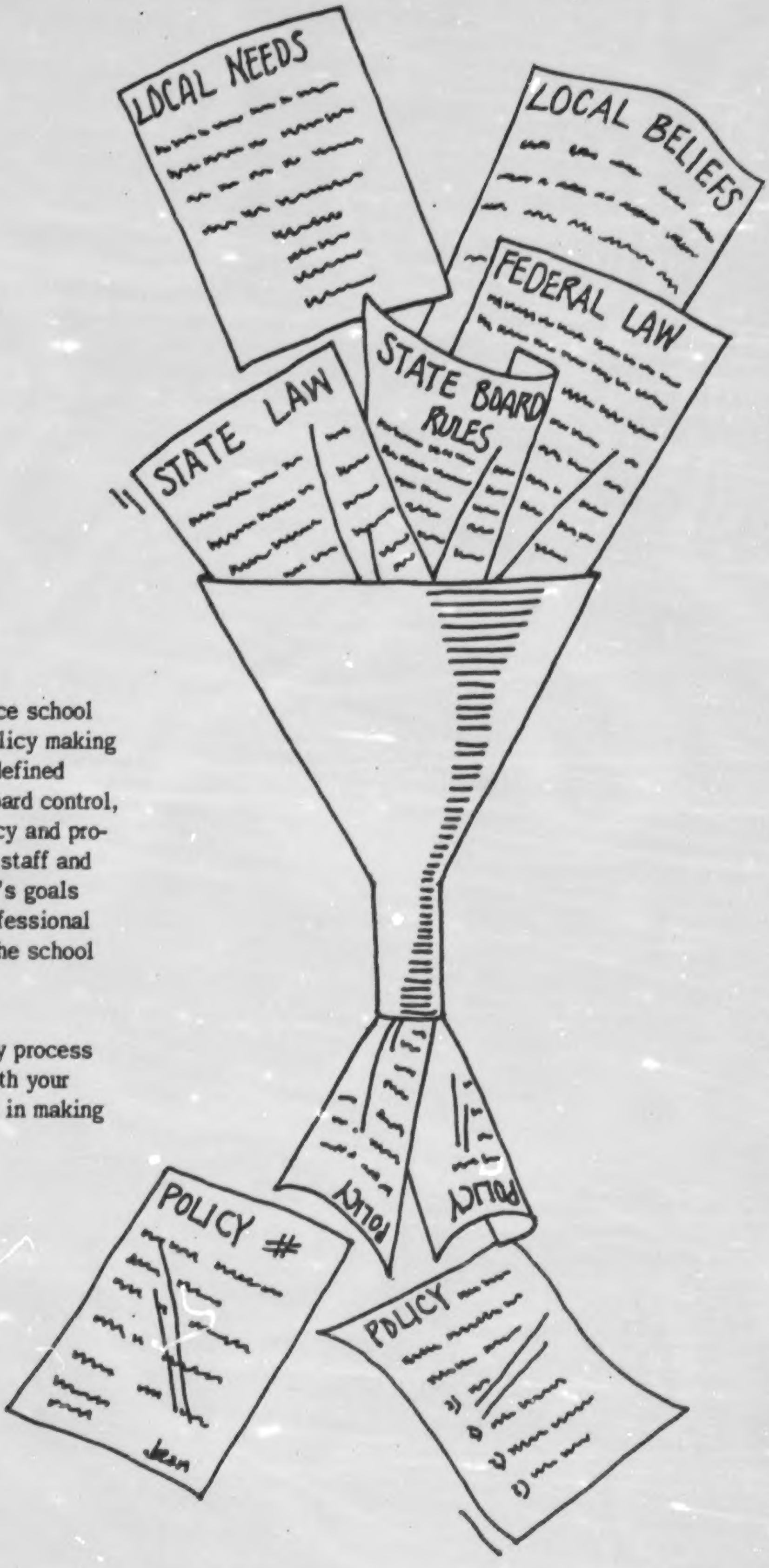
LOCAL NEEDS
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STATE BOARD RULES
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POLICY

INTRODUCTION

This handbook was developed to introduce school board members to the advantages of a policy making process. The systematic use of a well defined policy making process will strengthen board control, improve effectiveness, increase efficiency and provide educational leadership to students, staff and community. Policies based on the board's goals provide the advantage of guiding the professional staff during the day to day operation of the school district.

We hope this quick overview of the policy process will encourage you to become familiar with your district's current policies and assist you in making decisions based on the policy made.

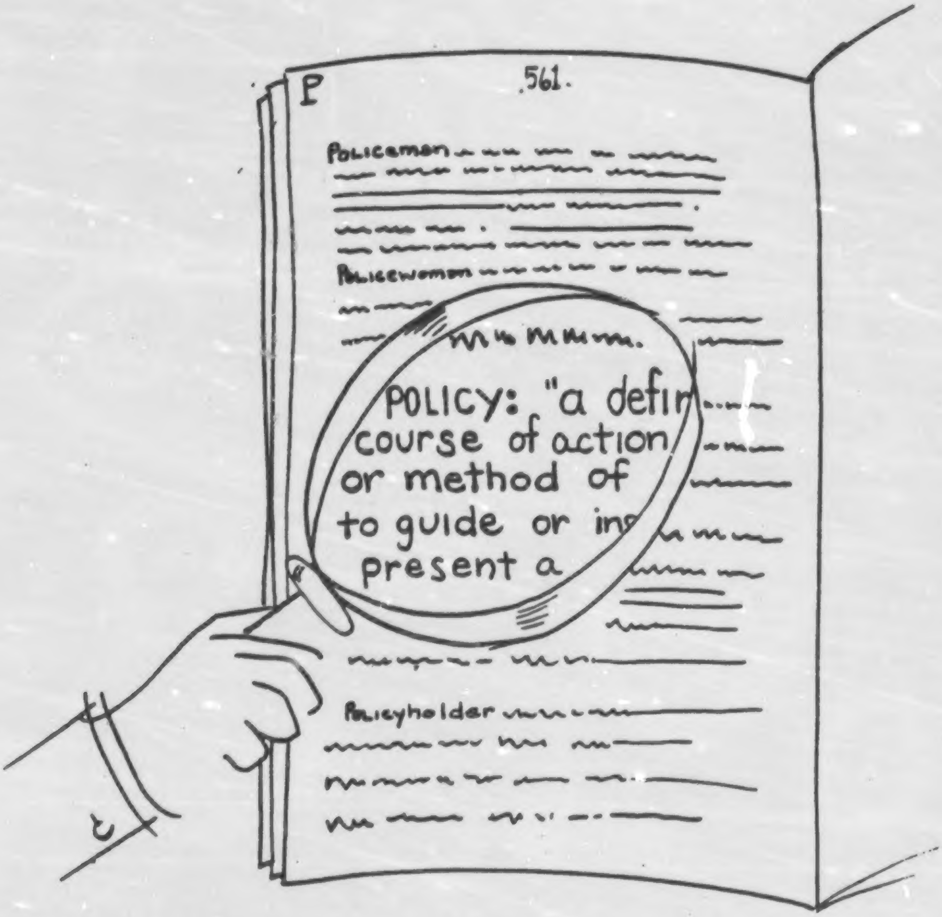
WHAT IS A POLICY?

Dictionary Definition:

POLICY: "a definite course of action or method of action to guide and determine present and future decisions..."'

School board policies are guidelines to chart a course of action. They tell what is wanted and may include why and how much. They should be broad enough to admit discretionary action by the administration in meeting day to day problems and yet specific enough to give clear guidance.

By developing policy, the Board defines parameters for those who deal with a given issue. For example, the board develops a yearly budget for the district. During the year the board regularly refers to the budget which sets the fiscal limits for what can or cannot be done. Policy is much the same. The board develops policy as a ready reference to make good decisions about issues that arise. Policies should be working documents. Like the budget, they should provide a plan for what can and cannot be done, spelled out and available to all.


P
.561.
Policeman
Policewoman
POLICY: "a defin
course of action
or method of
to guide or ins
present a
Policyholder

WHY DOES A BOARD NEED WRITTEN POLICIES? *

A school board is an elected public body with authority to set direction for the school system. Just as laws that are established by the legislature must be in writing, so should school board policies be in writing. Increasingly, the Legislature, the State Board of Education and the courts are demanding written statements of policy.

1. WRITTEN SCHOOL BOARD POLICIES FOSTER STABILITY AND CONTINUITY. Board members come and go; staff people leave, retire or are separated. But policy endures. A policy book, containing current policies and regulations, permits smooth transitions when changes take place.

2. WRITTEN POLICIES AVAILABLE IN AN ORGANIZED COLLECTION KEEP PEOPLE INFORMED ABOUT THE BOARD'S GOALS AND ITS POSITION ON MAJOR EDUCATIONAL OPERATIONAL PROBLEMS. When any public body operates in the open there can be no charges of secrecy. Accountability becomes reality.

3. WRITTEN POLICIES AND REGULATIONS CLARIFY BOARD-SUPERINTENDENT RELATIONS. When the board gives the school superintendent the kind of broad directions he or she needs, the superintendent can administer the school system and get jobs done.

4. WRITTEN POLICIES AND REGULATIONS SAVE TIME AND EFFORT FOR THE SUPERINTENDENT. When problems come up – the use of school buildings by private groups, criticism against textbooks – the superintendent does not have to go to the board each time for a decision. He or she can take care of the matter on the basis of the board's standing statements.

5. WRITTEN POLICIES SAVE TIME AND EFFORT FOR THE BOARD. When policy and regulations exist, there need not be long board discussion on details of administration – that's the superintendent's job. There need not be a rerun of arguments on a problem which has been settled before. There need not be tedious arguments late into the night. "We enacted a policy and saw regulations on that question last year," is all that needs to be said to end the discussion and to move on to the next order of business.

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WHAT IS THE POLICY PROCESS?

First, the Board identifies a need or concern:

> Example: At every Board meeting a different teacher requests to take his or her class on a field trip. It appears the Board needs a policy on field trips.

STEP 1: The Board discusses the policy need.

Question: Do the Board and Community support field trips as a part of the educational program of the district?

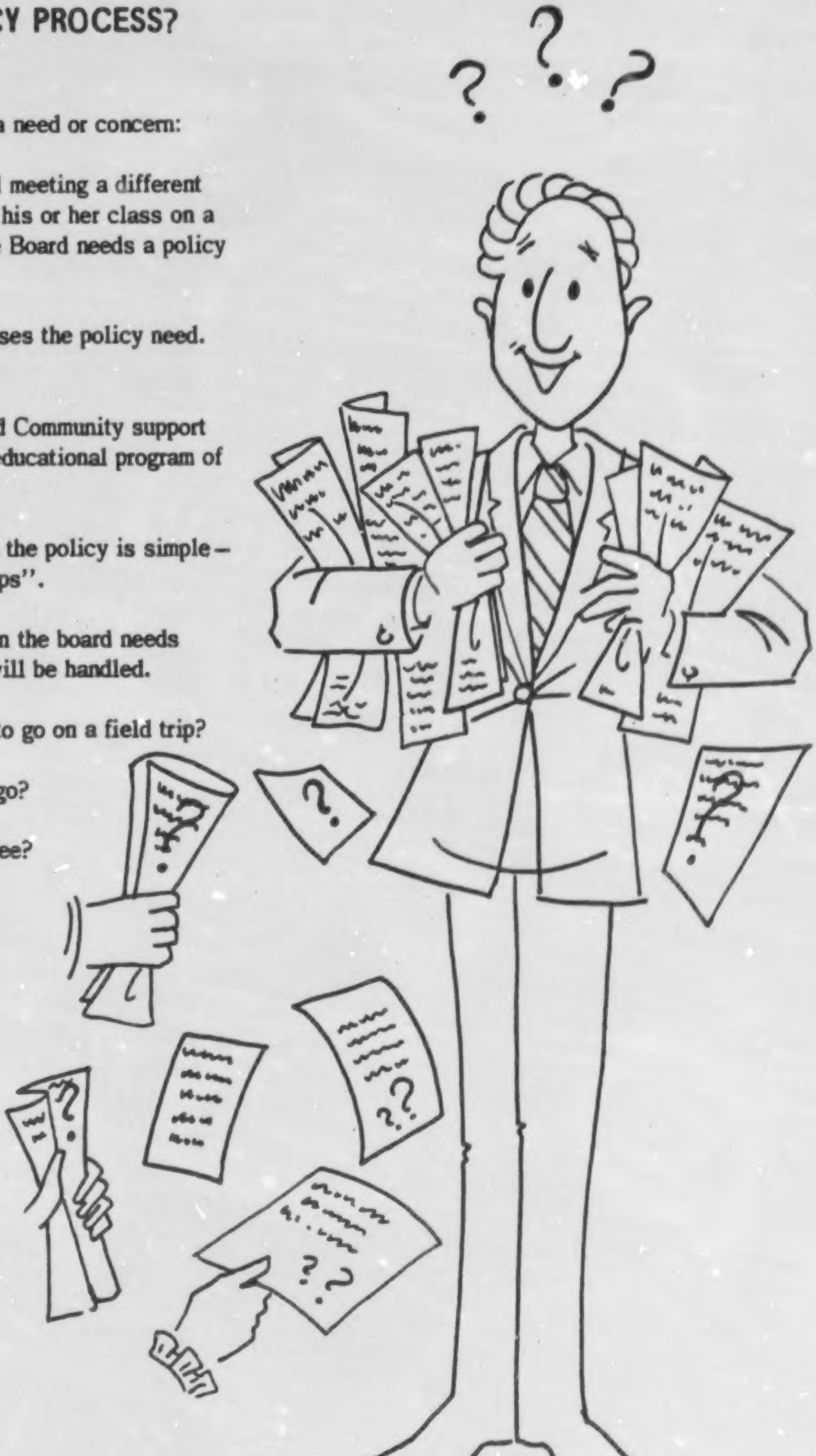
If the answer is "no", then the policy is simple – "There shall be no field trips".

If the answer is "yes", then the board needs to identify how field trips will be handled.

a. Should all students get to go on a field trip?

b. How far away may they go?

c. Must the student pay a fee?



STEP 2: The Board directs the superintendent to conduct a policy analysis. The analysis should include all the options available to the Board in terms of:

- costs in dollars for each option
- staffing for each option
- proposed regulations and rules for each option
- range of policy options

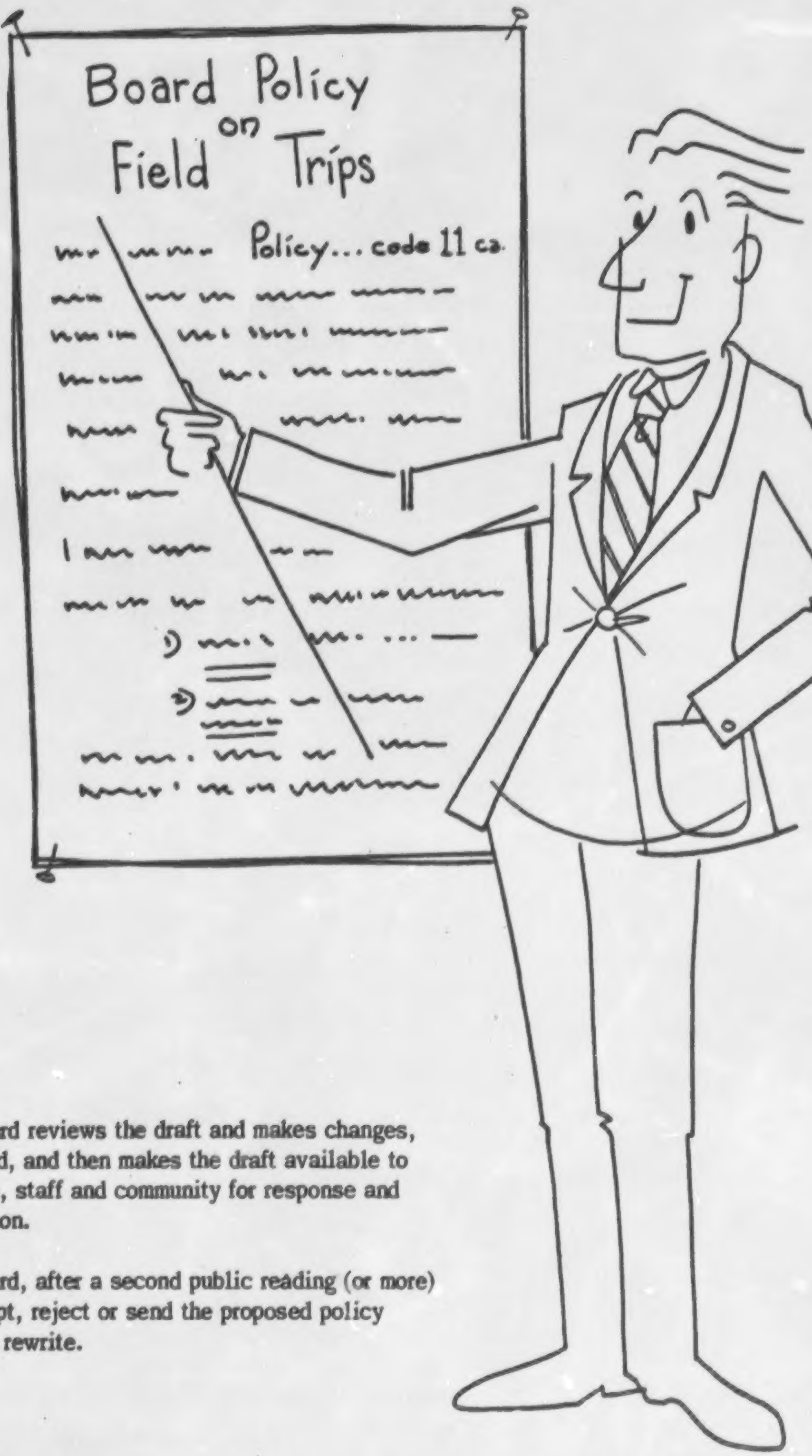
POLICY
POLICY 82

STEP 3: The Board needs to take time to study, discuss and identify the basic elements of each policy option.

BOARD
POLICY - 85

STEP 4: Someone, usually the superintendent, needs to draft a policy and bring it to the Board for first reading.

POLICY
POLICY
POLICY
POLICY 1975
POLICY 1970


Board Policy on Field Trips
Policy... code 11 ca.

STEP 5: The Board reviews the draft and makes changes, if needed, and then makes the draft available to students, staff and community for response and discussion.

The Board, after a second public reading (or more) may adopt, reject or send the proposed policy back for rewrite.

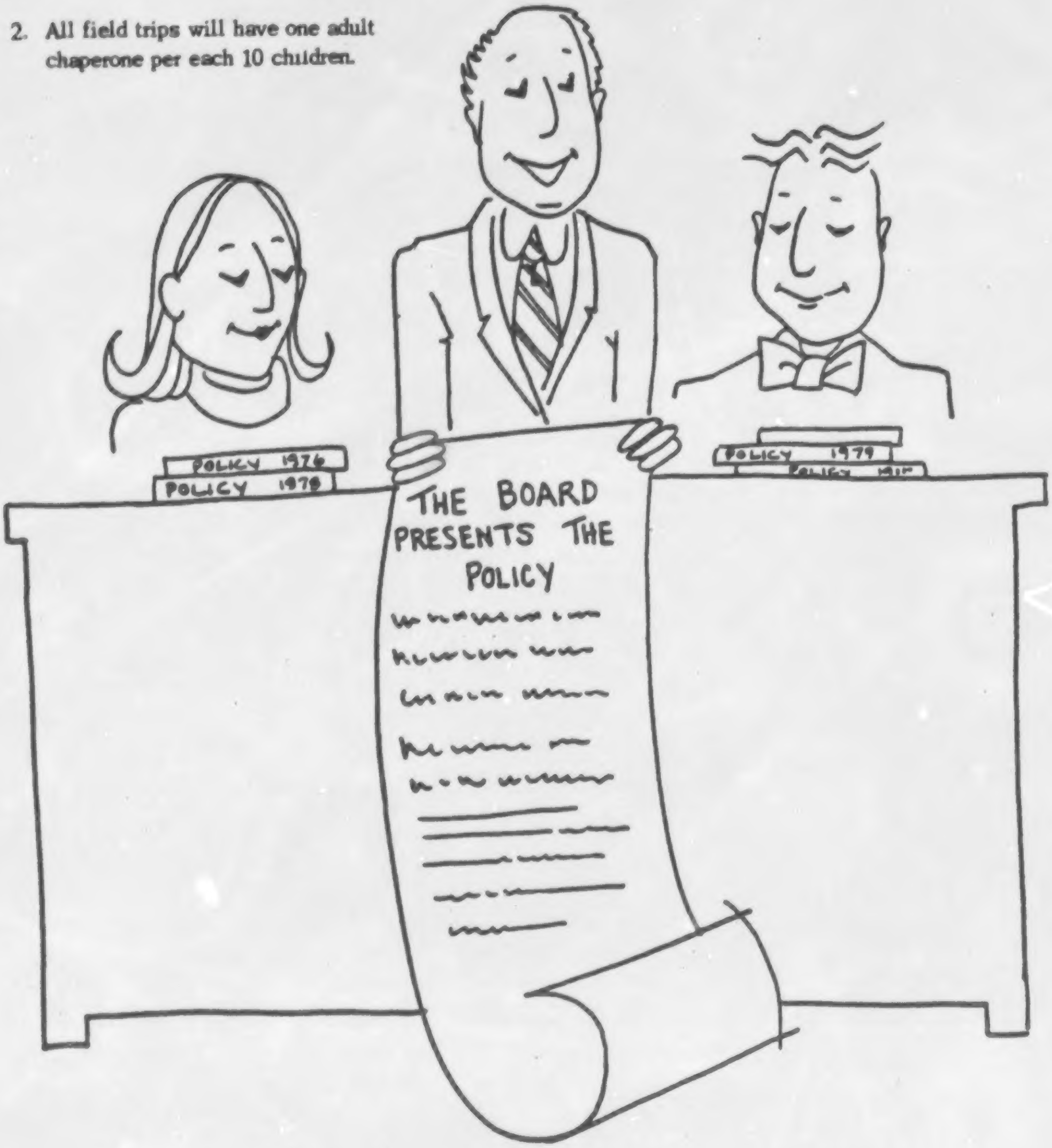
After the policy is adopted the community, staff and all others who may be affected need to be informed.

BOARD POLICY ON FIELD TRIPS

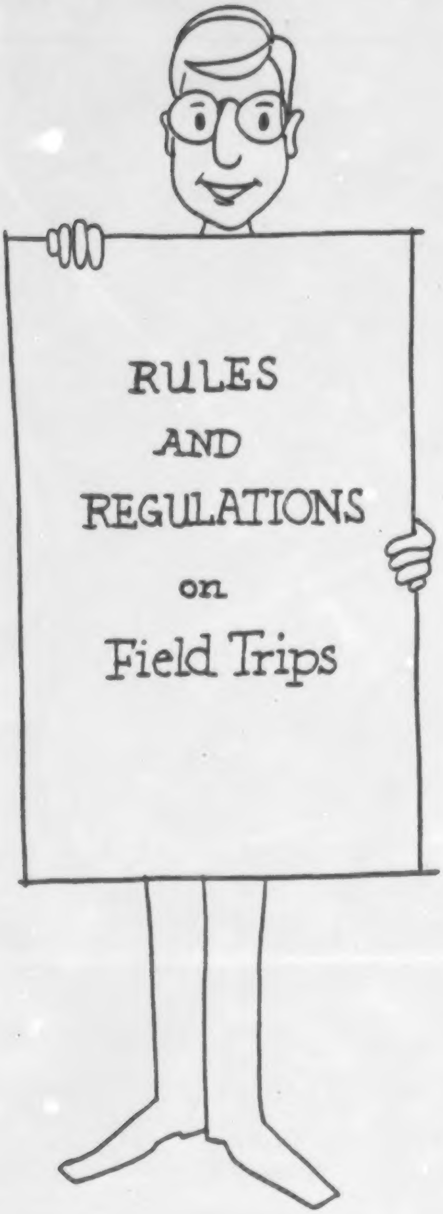
Policy Code 11CA

The Board believes that field trips are a vital part of the educational process and allow students to enrich their class work with on-site visits to appropriate places. The Board also believes that no student should be denied the right to participate because of lack of funds and will therefore provide adequate funds in the district budget for field trips. The superintendent shall develop administrative regulations to implement this policy using at least the following guidelines:

1. No field trip shall be farther than 30 miles from the district.
2. All field trips will have one adult chaperone per each 10 children.



STEP 6. When the policy is formally adopted by the School Board, the superintendent then becomes responsible for its implementation.


RULES
AND
REGULATIONS
on
Field Trips

WHAT ARE REGULATIONS OR PROCEDURES?

Regulations or procedures are the mechanics and administrative detail needed to put a policy into effect. Where the policy was a broad guideline, the regulation will include how, by whom, where and when things are to be done. They may include step-by-step procedures and assign specific responsibility.

Policy Code 11CA-R

FIELD TRIP REGULATIONS

The principal shall use the following guidelines in implementing the field trip policy.

1. The teacher must make his or her request to the principal at least 10 days in advance of the field trip.
2. The purpose of the trip and its relationship to the instructional program must be stated.
3. The teacher shall send permission requests to parents five days in advance of the field trip, indicating time, date and purpose of the trip.
4. The principal shall make arrangements for necessary bus transportation.
5. The teacher shall designate at least one adult chaperone for each ten students on the field trip.

The list of regulations or procedures could be extended. The superintendent met all the guidelines established by the Board in its policy and also developed a system for orderly planning and scheduling of field trips within the regulations.

WHAT HAPPENS NOW?

The superintendent and staff generally develop regulations to put the policy into effect. However, on politically or socially sensitive issues the Board has the responsibility to review and approve the regulations.

The staff is aware of the policy and its guidelines and regulations and can plan more efficiently.

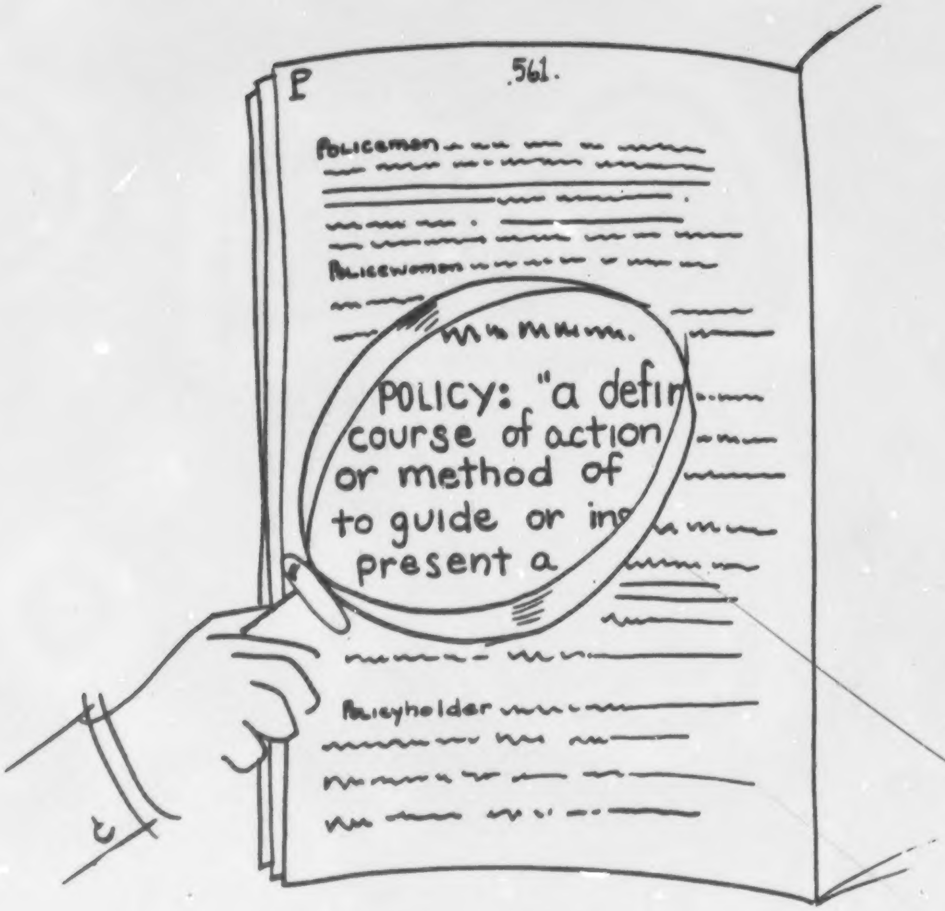
The Board will not need to take the time to make routine decisions.

COMMITTEE
REPORT
ON
FIELD TRIPS

REGULATIONS OR PROCEDURES

1. Establish the mechanics for implementing policy
2. List the steps to be followed
3. Contain the important detail
4. List the do's and don'ts
5. The superintendent can change it

STEP 7: The school board is responsible for reviewing and evaluating its policies.


P
.561.
Policemen
Policewomen
POLICY: "a defin
course of action
or method of
to guide or ins
present a
Policyholder

REMEMBER

POLICY DEVELOPMENT is a cooperative effort involving the Board, the staff and members of the community,

POLICY ADOPTION is the function of the Board,

POLICY IMPLEMENTATION is a function ot the superintendent and staff.

POLICY REVIEW AND EVALUATION is a function of the Board and a responsibility of the superintendent.

BOARD
POLICY
POLICY

POLICY CYCLE

1. Identify a need
2. Direct a policy analysis
3. Require policy options
    - Costs in dollars
    - Staff
    - Rules, regulations and guidelines
4. Review policy draft
5. Take action
    - Rewrite
    - Reject
    - Adopt
6. Implement and monitor
7. Review and evaluate
8. Revise or remove as needed

POLICY EXAMPLE WORKSHEET 1

First read each paragraph listed below and then respond to each question with a "yes" or "no."

Field Trips, Excursions and Outdoor Education

The board recognizes that field trips when used as a device for teaching and learning integral to the curriculum are an educationally sound and important ingredient in the instructional program of the schools. Such trips can supplement and enrich classroom procedures by providing learning experiences in an environment beyond the classroom.

All field trips which take students out of the state or are planned to keep students out of the district overnight must be approved in advance by the board. Outdoor education resident school plans shall be presented to the board for annual approval. The superintendent has the authority to approve all field trips.

1. Does it tell the superintendent how to do it?	2. Does it inform the public of the board's intent?	3. Does it give directions to the superintendent?	4. Does it communicate the expectations of the board?

1.	2.	3.	4.

The superintendent shall develop procedures for the operation of a field trip or an outdoor education activity which shall insure that the safety of the student shall be protected and that parent permission is obtained before the student leaves the schools. Each field trip must be integrated with the curriculum and coordinated with classroom activities which enhance its usefulness. Private vehicles may be used to transport students if approval is obtained in advance from the school principal.

No staff member may solicit students for any privately arranged field trip or excursion without board permission.

Guest Speakers

The district encourages the extension of instructional experiences through the use of guest speakers. A sound education requires that students face issues and gain access to divergent points of view.

The superintendent shall establish procedures for the approval of the use of a guest speaker. When an invited speaker expresses opinions which are partisan or considered controversial by a large portion of the community, the school shall provide for the presentation of opposing views.

Class Size

The district shall make provisions for class size appropriate to students' learning needs for different grade levels, courses or learning situations, within the limits of available resources. Class size averages shall be in compliance with the Basic Education Act.

The superintendent shall have the authority to combine classes or eliminate classes when class enrollment does not economically justify the operation of a class.

Grouping for Instruction

A student will be assigned to a classroom which will best serve the needs of that individual. Factors to be considered in classroom assignments are class size, peer relations, student-teacher relations, learning style of individual students and teaching style of individual teachers and any other variables that will affect the performance of the student. Homogenous ability grouping of students will be discouraged.

School Closure

The superintendent may order the closure of schools in the event of extreme weather or other emergency, in compliance with established procedures for notifying parents, students and staff. (See also Policy 8111, Emergency Routes and Schedules.)

Grade Organization

The grade organization in the district for instructional purposes shall be as follows:

Kindergarten through Grade 5:
    Elementary School
Grades 6 through 8:
    Middle School
Grades 9 through 12:
    High School

Instructional programs shall be coordinated between each grade and between levels of schools.

Delegation of Authority

Unless otherwise specified, the superintendent shall have the authority to designate a staff member in his/her capacity for the implementation of district policies.

1.	2.	3.	4.

Administration in the Absence of Policy or Procedure

The superintendent or other staff to whom administrative or supervisory authority has been delegated shall be authorized to use their best judgment in the absence of a specific policy or procedure; provided, however, that such action shall not be in conflict with the general aims and objectives of the district or with any local, state or national ordinances, statutes, regulations or directives. In the event there is doubt as to the appropriate course of action or if it is apparent that the consequences could be serious, the staff member would be expected to contact the superintendent or other administrator who could provide appropriate assistance.

Whenever action in the absence of specific policy has been taken by a staff member which creates a potential for controversy or a potential for the incurring of district financial obligation or where the situation is likely to reoccur frequently, then such action shall be brought to the attention of the board at its next regular meeting. In situations where a reasonable person could determine that the above actions taken by a staff member should be brought to the immediate attention of the board, the superintendent shall be notified and the superintendent shall immediately consult with the president/chairman of the board as to the advisability of calling a special board meeting to review the staff member's action.

Superintendent-Board Relations

The board shall exercise those powers that are expressly required by law, those implied by law and those essential to the purposes and goals of the district. To this end, the board shall delegate to the superintendent such powers as may be required to manage the district in a manner consistent with board policy and state and federal law.

1.	2.	3.	4.

The superintendent shall supervise all phases of district operations. The superintendent may delegate to other staff the exercise of any powers and the discharge of any duties imposed upon the superintendent by this authority or by vote of the board. The delegation of power or duty shall not relieve the superintendent of responsibility for the action taken under such delegation.

Testing Programs

The district will establish a variety of educational measurement and assessment processes to:

1. Determine the effectiveness of the instructional programs
2. Assess the progress of individual students
3. Diagnose the needs of individual students who are not progressing at their expected rates
4. Identify gifted and talented students who are in need of specialized programs

The district shall provide for the administration of tests at appropriate grade levels. No tests or measurement devices containing any questions about a student's or his/her family's personal beliefs and practices in family life, morality and religion shall be administered unless the parent or guardian gives written permission for the student to take such test, questionnaire or examination.

Parents who wish to examine any test materials may do so by contacting the superintendent. Parent approval is necessary before administering an individual intelligence test or a diagnostic personality test.

1.	2.	3.	4.

POLICY (PROCEDURE AND REGULATIONS)

ACTIVITY WORKSHEET 2

Read the following statements, Testing Program and Field Trips Excursions, Outdoor Education, etc. Make a judgment about the total statement to determine if it best fits as a policy or regulation. Place an "X" in the appropriate column.

		Procedure	Policy
1.	Testing Program	________	________
2.	Field Trips, Excursions	________	________
3.	Guest Speakers	________	________
4.	Special Instructional Programs	________	________
5.	Guidelines for Co-Curricular Programs	________	________

Clues to Policy Statements

1. Does it communicate the expectations of the board?
2. Does it give directions to the superintendent?
3. Does it inform the public of the board's intent?
4. Does it tell the superintendent how to do it?

Clues to Regulations or Procedures

1. Does the statement establish the mechanics for implementing policy?
2. Does the statement list the steps to be followed?
3. Does the statement contain the important detail?
4. Does the statement list the do's and don'ts?
5. The superintendent can change it

Policy (Procedure and Regulations)

Testing Program

A district testing committee, representative of the staff, will meet at least once per year to review the district testing program. The committee shall submit its recommendation to the instructional department for the following year's testing program by May 15. The test schedule shall identify and schedule all tests which are mandated by the district, the state and various categorically funded programs. The test committee shall be responsible for:

1. Content Analysis. Does the proposed test cover the area to be measured? Are the items compatible with the district scope and sequence?
2. Test Administration. Are directions clear for the teacher? For the student? Is the format attractive?
3. Interpretation of Results. Are test results reported in a form that is convenient for the teacher? For the student?

The proposed test schedule shall be approved by principals and by the instructional department. The schedule shall be distributed to individual schools by August 15. The instructional department shall be responsible for ordering tests, distributing materials and scoring sheets, and distributing administrative instructions.

After tests have been scored the instructional department shall be responsible for developing district assessment reports and for assisting individual schools in interpreting test results.

Policy (Procedure and Regulations)

Field Trips, Excursions and Outdoor Education

Field trips are defined as travel away from school premises, under the supervision of a teacher of an approved course of study, for the purpose of affording students a direct learning experience not available in the classroom. The transportation costs for all such field trips conducted during school hours shall be borne by the district. The following procedures shall apply:

Field Trips

1. Each school shall receive a field trip allocation. In addition, buildings may submit applications for state-funded field trips (e.g., Pacific Science Center, environmental education centers, environmental studies).

2. The staff member shall submit a completed field trip request form to the principal at least two weeks prior to the field trip.

3. The staff member shall contact the site to make specific arrangements for the field trip so that the desired activity can be coordinated with the classroom studies.

4. The staff member shall be responsible for securing additional adult supervision for the trip (one adult to a maximum of ten students).

5. If private vehicles are used, field trip forms shall be completed which acknowledge the name of the driver of each vehicle to be used. The district's liability insurance coverage will protect the driver who, in this instance, will be acknowledged as an agent of the district.

6. Each student participating in a field trip must first return a permission slip signed by his/her parent. Parents shall be informed if private vehicles are to be used for the field trip.

7. A letter of appreciation should be sent to the site host upon completion of the field trip.

Outdoor Education

1. The outdoor education plans for the coming school year shall be presented to the board for approval at the May board meeting.

2. All staff to be involved shall be notified of plans after board approval.

3. The proposed curricula for the outdoor education school shall be presented to teachers at least one month prior to the session.

4. Information to parents regarding fees, special clothing, dates, supervising proposed activities, and other duties shall be sent to parents at least one month prior to the session. The parent must sign an approval form.

5. If feasible, parents may opt to have their child participate in daytime activities only.

6. Students who do not elect to attend shall engage in meaningful learning experiences at school.

7. Students must purchase accident insurance or have family accident insurance.

8. Students who are unable to pay the fee may be granted a waiver if they meet the USDA guidelines.

Overnight Field Trips

1. The staff member must submit to the principal a written plan, including purpose, supervision, itinerary, cost, housing, and student costs (if any) at least two weeks prior to submission to the board.

2. After approval by the principal, the proposal should be submitted to the superintendent at least one week prior to the board meeting.

3. The staff member should attend the board meeting to answer any questions the board may have.

4. After approval by the board, a written description of the overnight field trip shall be sent to the parents. All such field trips are optional. No district funds shall be used for transportation, housing, or food. Parent permission is required.

Guest Speakers

The following procedures will be in effect when guest speakers are being considered for use in the classroom:

When a teacher believes that a guest speaker will contribute to the curriculum by helping to achieve the goals and objectives of the course, the staff member will follow the procedure set out below.

1. At least two (2) weeks before the date the speaker will visit, the teacher will notify the principal on the attached form whom he/she wants to invite, how the speaker's topic will relate to the curriculum and when the speaker will visit.

   Any teacher may request a waiver of the two-week notice period and any principal may grant such a waiver in order to accommodate the scheduling of a speaker on short notice. However, such a waiver shall be at the sole discretion of the principal and the previous granting of such waivers shall not obligate any principal to grant a waiver for any future request.

2. If the teacher and the principal believe the guest speaker's topic is controversial, both parties will attempt to agree on a course of action on the controversial issue. (See Policy 2331 - Controversial Issues.)

3. In the event the speaker's topic is determined to be controversial, the teacher will notify students beforehand that any student who wishes not to attend the presentation will have an alternative assignment.

4. Unless the principal approves, the teacher will not allow nonclass members to hear the speaker.

5. The guest speaker will be registered in the office by the teacher on the day he/she speaks.

6. Approval of a guest speaker will be exercised in a manner consistent with the principles of free inquiry and expression.

7. If the principal has reason to believe that the appearance of the guest speaker would not contribute to the curriculum or would be harmful to the students, he/she may deny the appearance of the guest speaker. If the teacher disagrees with the denial, he/she may utilize the appeal procedure to determine whether the speaker should be allowed.

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Special Instructional Programs

Applications for special funds or categorical grants shall be based upon the needs of the students, staff, or facilities within the district. Such applications may be related to the funding needs of a particular building or the district as a whole. Each proposal for special funding must address the following points:

1. Needs. The proposal writer should succinctly state what are the specific needs at which the proposal is directed. Hard data should be supplied.

2. Objectives. The stated needs should be converted into objectives. What does the project hope to accomplish?

3. Procedures. The action plan should be stated. How will the objectives be accomplished?

4. Evaluation. What kind of data will be collected? Who will collect it?

The proposal writer should also develop a tentative budget which includes proposed expenditures and proposed revenues. A timeline should also be included which shows the submission data deadline, funding agency approved data, and the project status data. The proposal writer must identify any district obligations that will occur as a result of securing a grant award.

A proposal must have the recommendation of the principal before submission to the district office. Proposals must be submitted to the superintendent at least two weeks prior to submission to the board.

When a project is approved, the business office will be given a copy of the grant award notice and shall establish the appropriate accounting procedures for operating the special program.

Guidelines for Co-Curricular Program

Elementary School. At this level activities will emphasize the maximum participation by all students. The activities selection shall be based on at least three criteria:

1. The general criteria spoken to in policy 2150;
2. Emphasis on individual skill development at different levels of performance;
3. Sportsmanship attitudes emphasized through game experiences; and
4. Competitive drive allowed to evolve from within the child rather than from external forces by keeping competition "low key."

Competition shall normally be limited to students within a given school.

Middle School. The intramural, extramural and modified athletics program shall be built upon those criteria used at the elementary level. Again, the broad participation of students shall be stressed and encouraged with primary emphasis placed on the intramurals and extramurals and any competitive athletics kept at a minumum level and as an outgrowth of intramurals.

High School. The high school program should be based upon the general criteria spoken to in this policy and the criteria which guide the programs at the earlier grades and should be open to all students who wish to pursue their respective interests and talents. At this level greater emphasis will be placed on competition.

Musical Activities. Musical opportunities will be afforded students at all levels in order to develop the interests and talents of as many boys and girls as possible. The criteria for selection of these activities shall be consistent with those referred to earlier.

In many cases activities will be extensions of the music class and will provide individual students with increased opportunities for involvement in many facets of music. These activities should encourage students to use music as a means of self-expression and should also develop their understanding of the role of music in the life of the community.

Service and Interest Clubs and Organizations. The district endorses the development of appropriate service and interest clubs and other approved school organizations and activities for the purpose of implementing the instructional goals and reaching the interests of as many boys and girls as possible. To spread the benefits of these organizations the board encourages the establishment of a system which encourages the participation of as many students as possible.

Student Government. The district endorses the concept of student government and encourages the organization and maintenance of a realistic and meaningful student government program and related activities consistent with the general criteria of policy 2150.

WORKSHEET 3

KEY POLICY QUESTIONS

The purpose of this exercise is to provide you with the key questions you and your board should be asking about the status of policies in your district. Remember, policies are the tools that school directors use to communicate what they want done, when it is to be done and how much of it is to be done. School directors do their most important work through policies.

Answer each question either "yes" or "no" or "in part."

_____ 1. Are all of your board policies written and filed in such a manner that they are accessible and understandable?

_____ 2. Do the policies define the roles and the relationships of the school board and staff?

_____ 3. Are most of the routine problems covered in policy so the school board won't have to waste its time on routine matters; i.e., policies on field trips and building use.

_____ 4. Are copies of the policy book readily available to the community and staff?

_____ 5. Do board members confine themselves to policy making and stay away from policy implementation?

_____ 6. Does the policy manual contain a philosophy of education that reflects the values, belief and styles of the community and the school board?

_____ 7. Does the policy manual contain a statement of the goals and objectives of the school board in the areas of management, communicating with the community, learning and instruction and policy development?

_____ 8. Do your policies provide for equal opportunity in education?

_____ 9. Do the board policies provide for the timely and orderly handling of complaints and grievances?

_____ 10. Does the board have bylaws that govern its own procedures?

_____ 11. Are all parties who will be affected by a new policy systematically approached for their opinions and contributions?

_____ 12. Is there a board policy that requires the orderly and timely evaluation and review of all board policies?

_____ 13. Do you actively support all the board's policies even though there may be a few you don't like?

_____ 14. Have you read and do you understand all the board's policies?

_____ 15. Do you do your homework as a board member by making every effort to keep up current trends and issues that may have an effect on your board's policies?

CASE STUDY

Guest Speakers

Plaintiffs Wimble and Louis seek a declaratory and injunctive relief from a school board order banning "all political speakers" from Exitor Union High School. They contend that the order violates the First Amendment and is unconstitutionally vague and overbroad. Jurisdiction is based on 18 U.S.C. - 1343 (3,4).

Wimble teaches the political science class at EHS in which Louis was a student. This dispute arose when Wimble invited a Communist to speak to that class. Wimble already and without objection had presented a Democrat, a Republican and a member of the John Birch Society. The Communist was to be the last of this quadrumvirate through which Wimble hoped to present each of four points of view.

Wimble followed customary procedure and reported this invitation to the principal. The principal approved. The defendant school board discussed the invitation at its November meeting and also approved. There was no policy; the board reviewed each request.

The board's approval inspired mixed reviews. Two severe critics called a community meeting in December where they circulated a petition asking the board to reverse the decision; approximately 800 persons eventually signed it. Several townsfolk, in letters to the local newspaper, mentioned the possibility of voting down all school budgets and voting out the members of the board.

Faced with this petition and many outraged residents, the board in December reversed its decision and issued orally an order banning "all political speakers" from the high school.

Should the board have a policy? If so, what should it include?

CASE STUDY

Is Age 8 Too Young for Guilt?

YOUR TOWN - In some ways it is a familiar story. The debate over social studies in your town is reminiscent of the struggles over sex education or new math, or a dozen other issues in a dozen other cities.

The school curriculum has always been the battlefield in our wars over values. It's the zone in which parents with vastly different ideas and experiences struggle to achieve some kind of victory over what their children should learn together.

And yet there is something just a bit different going on in this community. Your town, mostly white and nearly all middle class, has been worrying about how their children learn about a world unlike theirs.

For the past year, the third grade has been making "Inquiries into Culture." They have been learning about cultures that are not middle class, that are full of the extremes of wealth and poverty, and hope and despair.

The fourth grade has studied "Life at the Top" and "Life at the Bottom" in Brazil. They have read about child brides in India and discovered that in Appalachia some families live with eleven people in two beds.

Marilyn Dunn was one of the first to start a protest against the new curriculum. She was angry, for openers, that the textbook was written at a second-grade level. But more fundamentally, this mother of five who resents being considered a censor, objected to the program's message, even its mission.

She complains about its negative view, its "hopelessness."

"It dwells too much on the economic questions about these other cultures. It makes the kids feel guilty. We face these questions, thee and me, we face them," she says about world poverty and inequality. "But why give them to an 8-year-old?"

The school superintendent, Dr. Ozzie Resenbaum has disagreed. "The fact is that most people do live in poverty and don't eat on a predictable basis." If the program gets children to talk about these things more openly, he approves of that goal.

But another protesting mother, Laverne Stait, uses the word guilt again. "I don't think my children can handle the guilt that comes from these sensational stories. Yes, I know these things exist, but isn't 8 years old too young to start telling them. . .?"

The issues, then, as they are drawn over the curriculum in your town can lead all of us to think about the ways we deal with the range of moral and ethical questions in our children's lives. At what age are they ready to confront painful truths about the gaps between our ideals and realities? When are their concerns "morbid" and "unhealthy"? Who is most disturbed by the questions they raise: the children or the adults?

Next week the Board of Education will meet in your town to decide whether to keep or remove this curriculum. In the process they should consider that 8-year-olds are not too young to understand the world context in which they lead their lives—not too young to feel pain or to make adults squirm. What policy should they establish for the curriculum?

POLICY IS POWER EVALUATION

Please check one:
School Board Member_____
Superintendent_____
Other_____

Circle the number of your response.

1. Please rate the overall usefulness of this booklet for you as a board member.

Not useful		Has some usefulness		Very useful
1	2	3	4	5

2. Did the accompanying presentation contribute to the usefulness of the brochure?

Not at all		Somewhat		Yes, to a great extent
1	2	3	4	5

3. Do you feel that, as a result of the presentation and the booklet, you have increased your understanding of policy?

No, not at all		Somewhat		Yes, definitely
1	2	3	4	5

Please suggest ways to improve either the presentation or the booklet itself.

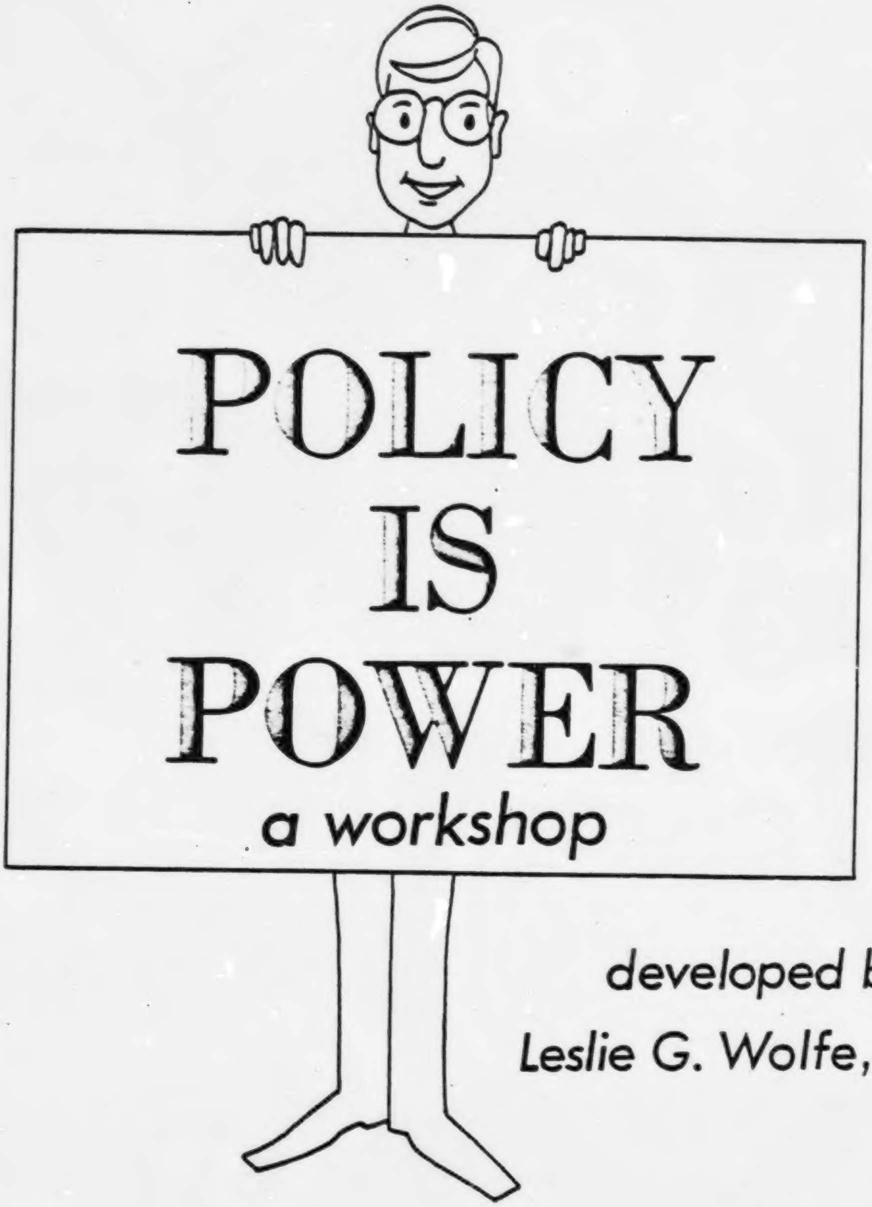
Booklet: ____

____

Presentation: ____

____

RELATED TRANSPARENCIES



POLICY IS POWER

a workshop

developed by
Leslie G. Wolfe, Ed.D

Why Did the People Elect Me?

Why Did I Stand for Election?

PP 2

PUBLIC'S EXPECTATIONS

PROMOTE PUBLIC INTEREST
UPHOLD COMMUNITY VALUES
LISTEN TO GRIEVANCES
SUPERVISE PROFESSIONALS
CONSERVATORS OF RESOURCES
PROMOTE RIGHTS AND INTERESTS

PP 3A

SCHOOL BOARD'S EXPECTATIONS

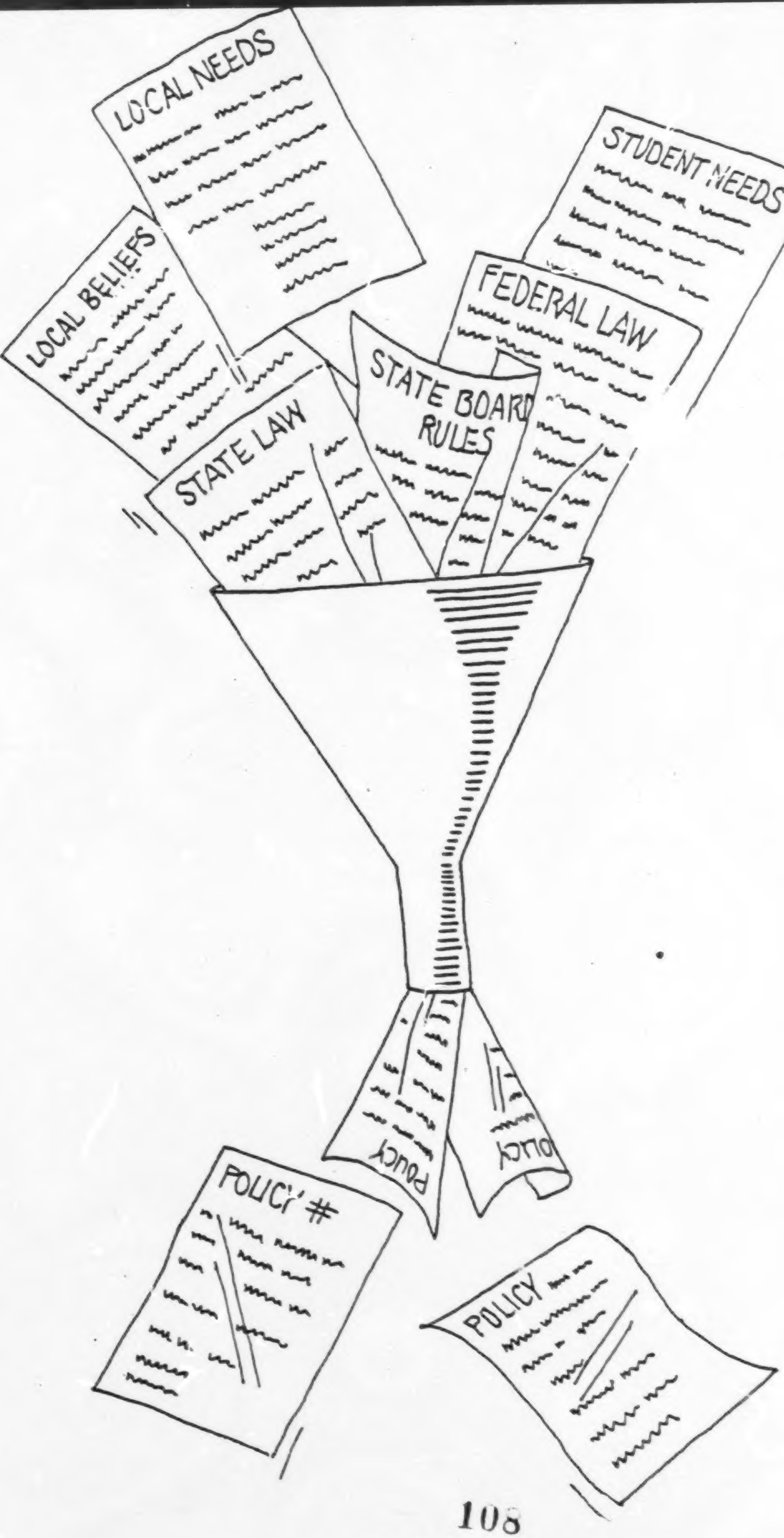
-
-
-
- IMPROVEMENT OF EDUCATION

PP 3B

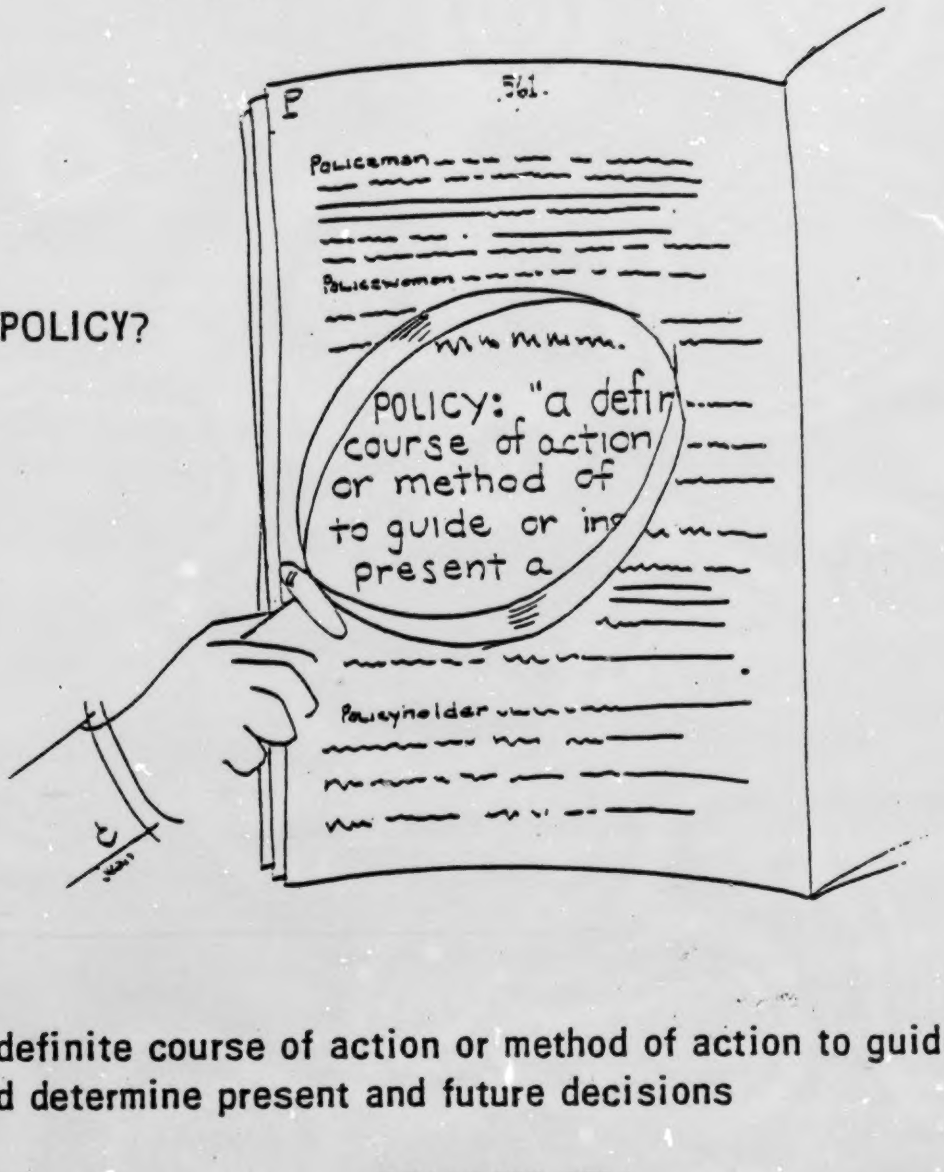
FOUR FUNCTIONS OF SCHOOL BOARDS

Providing for

- A PROGRAM OF QUALITY INSTRUCTION
- MANAGEMENT AND DIRECTION OF THE SCHOOL SYSTEM
- GUIDANCE OF THE SCHOOL SYSTEM THROUGH POLICIES
- COMMUNICATION BETWEEN COMMUNITY AND STAFF


LOCAL NEEDS
STUDENT NEEDS
LOCAL BELIEFS
FEDERAL LAW
STATE BOARD RULES
STATE LAW
POLICY
POLICY
POLICY #
POLICY

WHAT IS A POLICY?


P
561.
Policeman
Policewoman
POLICY: "a defin
course of action
or method of
to guide or ins
present a
Policyholder

POLICY: A definite course of action or method of action to guide and determine present and future decisions

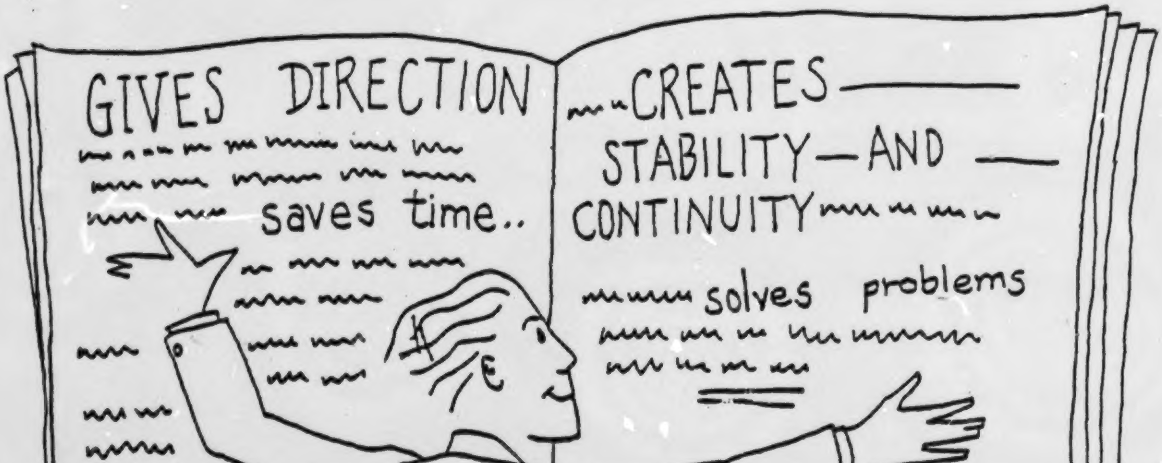
POLICIES ARE:

- Guidelines
- A course of action

POLICIES TELL:

- What is wanted
- Why
- How much

WHY DOES A BOARD NEED WRITTEN POLICIES?


GIVES DIRECTION
saves time..
DEFINES RESPONSIBILITIES
CREATES STABILITY—AND CONTINUITY
solves problems
INFORMS - COMMUNITY
DISARMS CRITICS
LEGAL RECORD

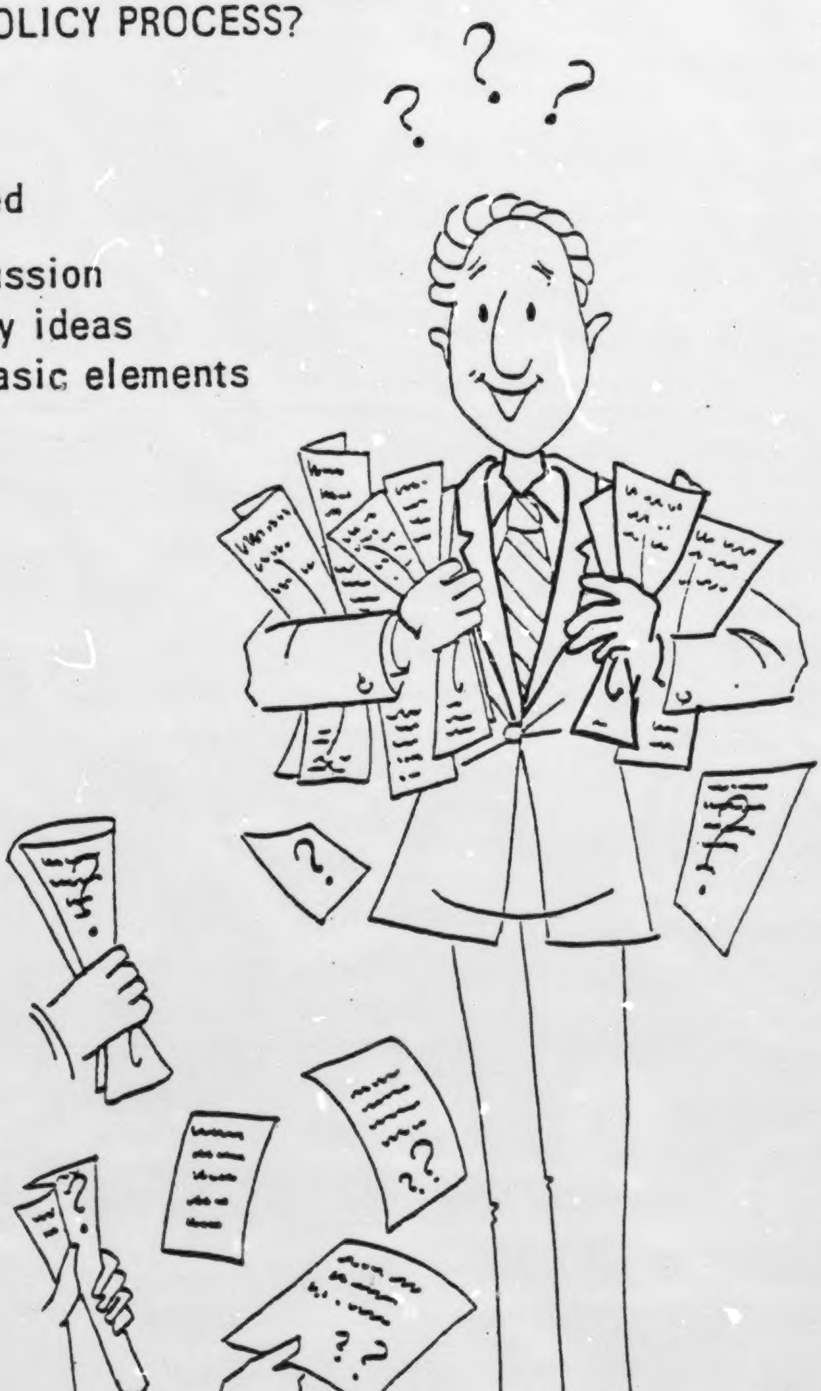
PP 7

WHAT IS THE POLICY PROCESS?

STEP 1

Identifies a need

- Board discussion
- Develop key ideas
- Agree on basic elements



PP 8

STEP 2: The Board directs the superintendent to conduct a policy analysis. The analysis should include all the options available to the Board in terms of:

- costs in dollars for each option
- staffing for each option
- proposed regulations and rules for each option
- range of policy options

POLICY
POLICY 82
POLI 82

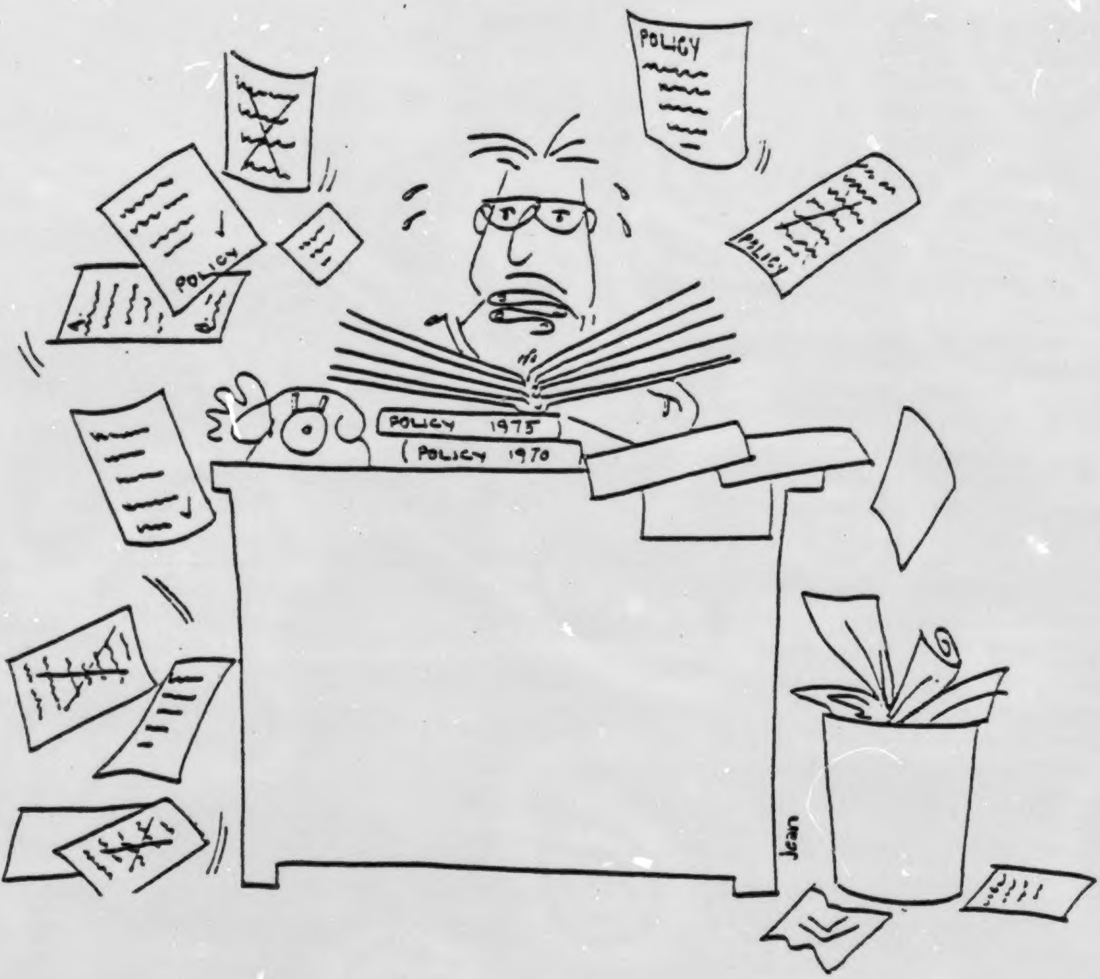
PP 9

STEP 3: The Board needs to take time to study, discuss and identify the basic elements of each policy option

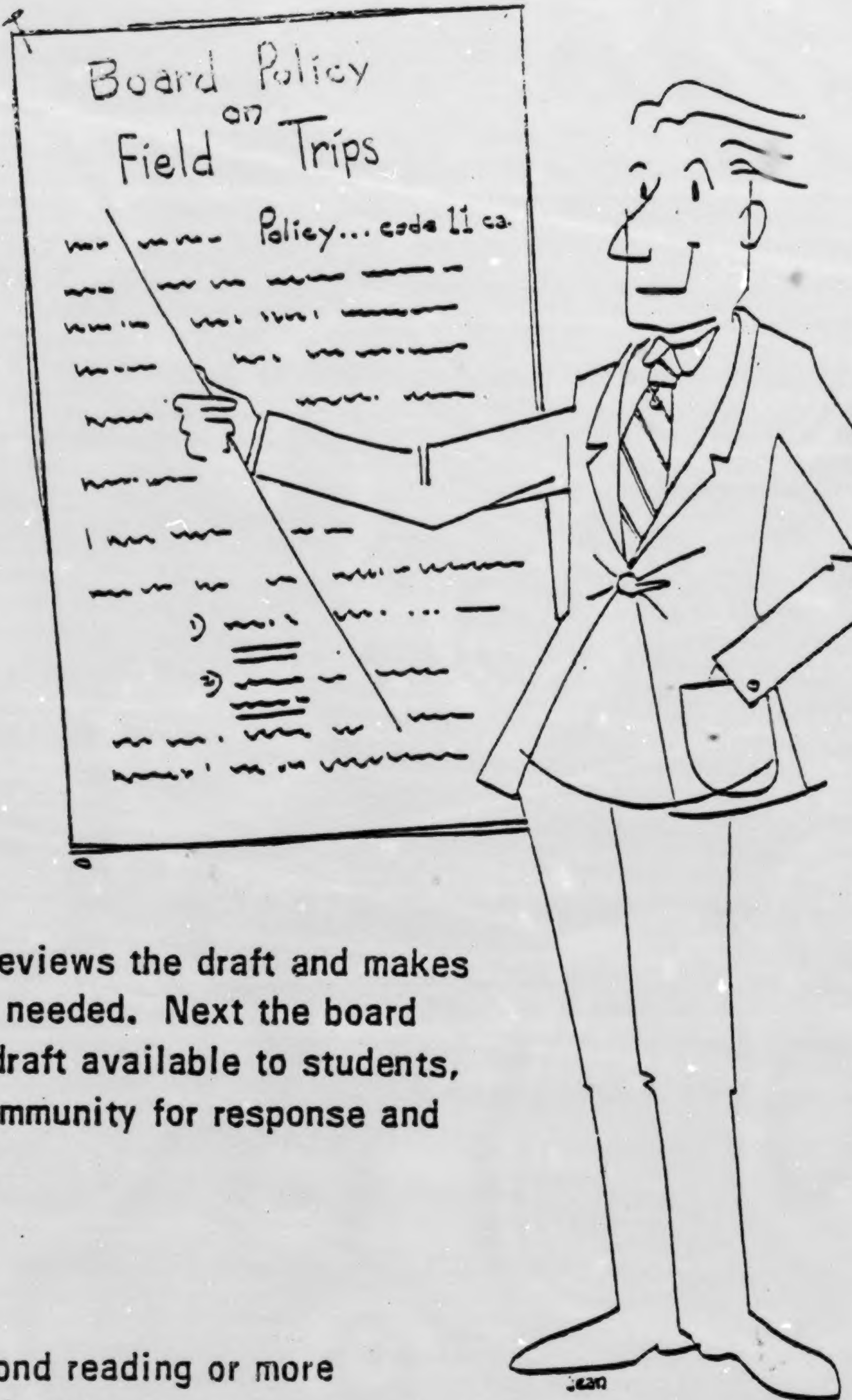
BOARD
POLICY - 85

DRAFT A POLICY

STEP 4: Assign a person, usually the superintendent, to draft a policy and bring it to the Board for first reading


POLICY
POLICY
POLICY
POLICY
POLICY 1975
POLICY 1970
Jean

PP 11

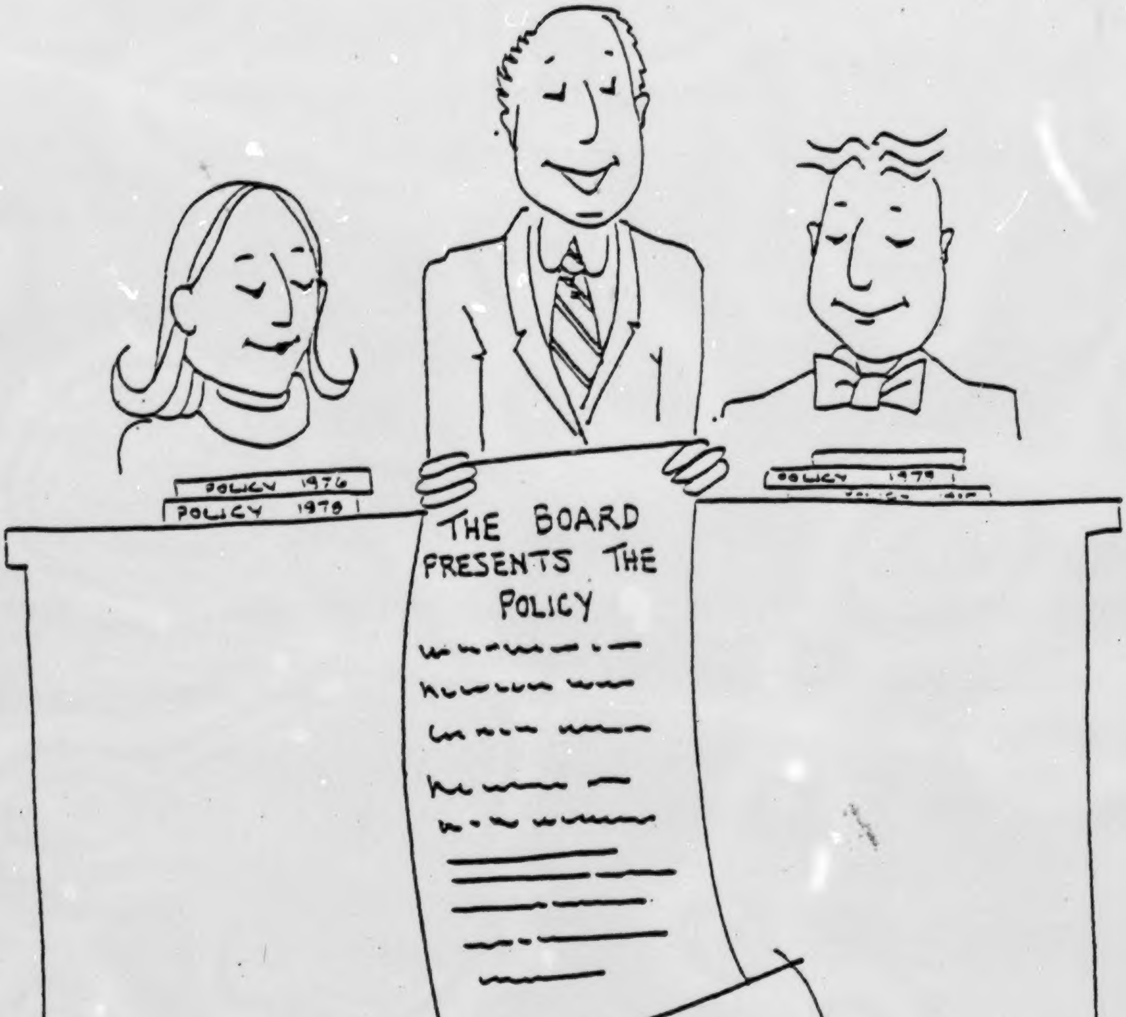

Board Policy
on
Field Trips
Policy... code 11 ca.
Jean

STEP 5:

The Board reviews the draft and makes changes, if needed. Next the board makes the draft available to students, staff and community for response and discussion.

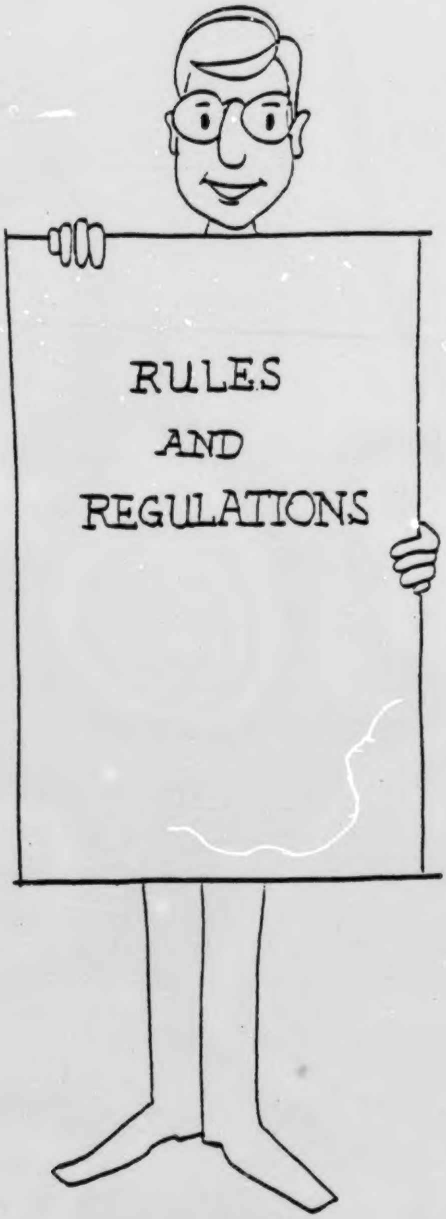
After a second reading or more
the board adopts
or changes the policy

The community, staff and all others who may be affected are informed


POLICY 1976
POLICY 1978
THE BOARD PRESENTS THE POLICY
POLICY 1979

PP 13

STEP 6: The superintendent is responsible for implementation


RULES
AND
REGULATIONS

PP 14

WHAT ARE REGULATIONS?

Regulations are the mechanics and administrative detail needed to put a policy into effect. The regulation will include how, by whom, where and when. They may include step-by-step procedures and assign specific responsibility.

FIELD TRIPS

PP 15

CLUES TO REGULATIONS OR PROCEDURES:

1. Establish the mechanics for implementing policy
2. List the steps to be followed
3. Contain the important detail
4. Lists the do's and don'ts
5. The superintendent can change it

COMMITTEE
REPORT
ON
FIELD TRIPS

PP 16

ISSUES, RELATIONSHIPS, POLITICS

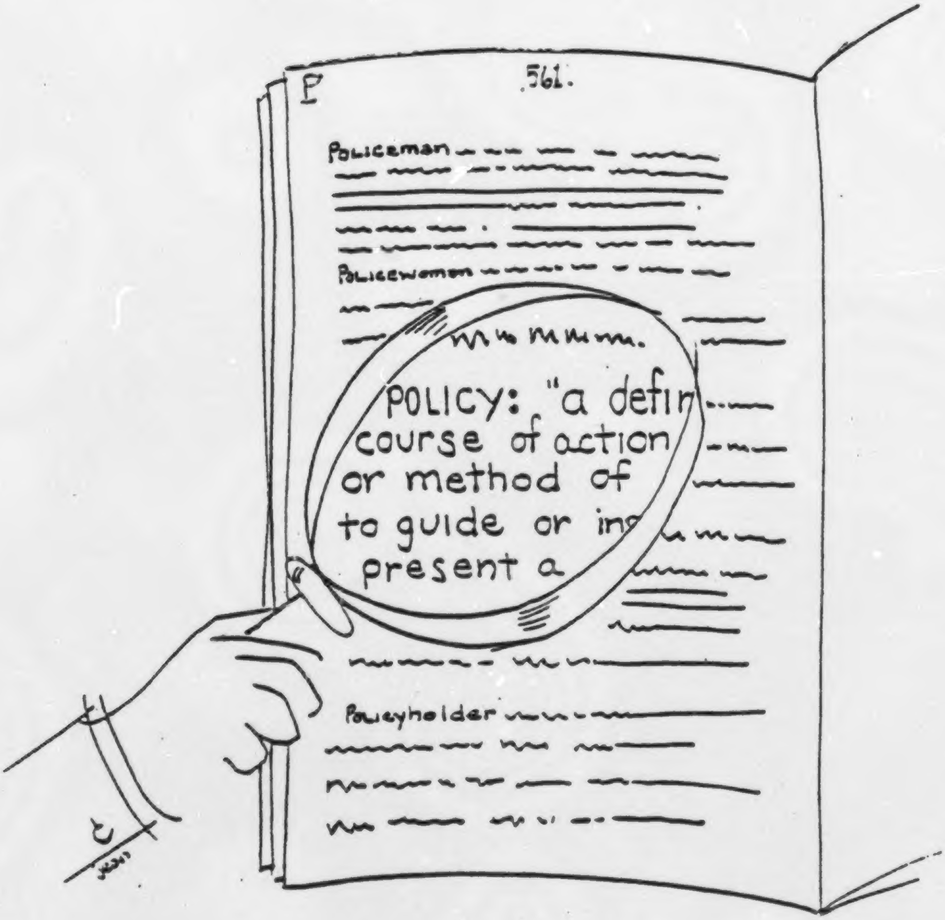
THE BOARD SETS POLICY

THE SUPERINTENDENT ADMINISTERS POLICY RULES & REGULATIONS

Goals
Objectives

School
Program

STEP 7: The school board is responsible for reviewing and evaluating its policies

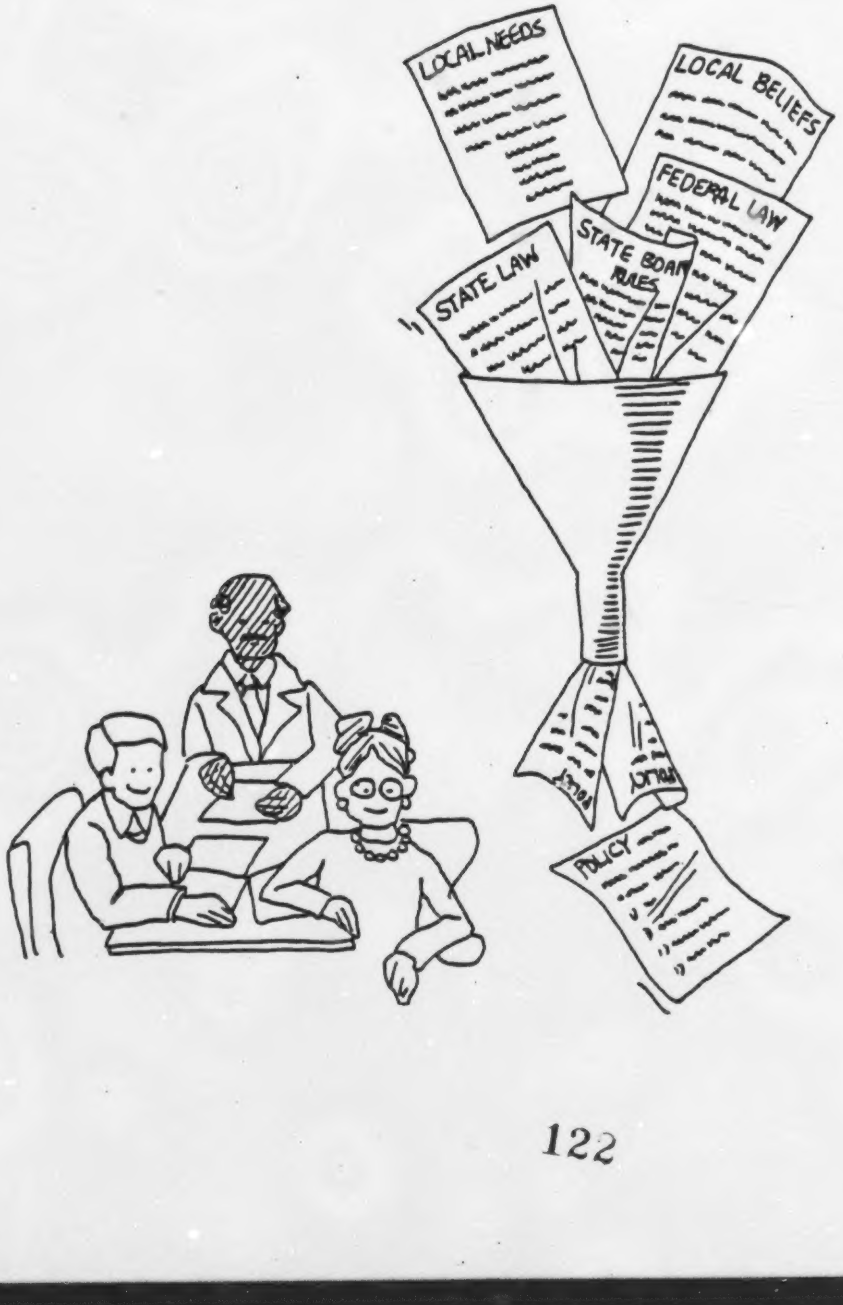

P
561.
Policeman
Policewoman
POLICY: "a defin
course of action
or method of
to guide or ins
present a
Policyholder

PP 18

REMEMBER

ALL EFFECTIVE POLICIES:

- Began with a problem or need
- Were written or designed so people know what to do
- Are enforced, evaluated and changed as needed


LOCAL NEEDS
LOCAL BELIEFS
FEDERAL LAW
STATE LAW
STATE BOAR RULES
POLICY
POLICY
POLICY

PP 19

REMEMBER

POLICY DEVELOPMENT is a cooperative effort involving the Board, the staff and members of the community,

POLICY ADOPTION is the function of the Board,

POLICY IMPLEMENTATION is a function of the superintendent and staff.

POLICY REVIEW AND EVALUATION is a function of the Board

BOARD
POLICY
POLICY
jean

PP 20

POLICY CYCLE

IDENTIFY A NEED

DIRECT A POLICY ANALYSIS

REQUIRE POLICY OPTIONS

- Costs in Dollars
- Staff
- Rules, Regulations and Guidelines

REVIEW POLICY DRAFT

TAKE ACTION

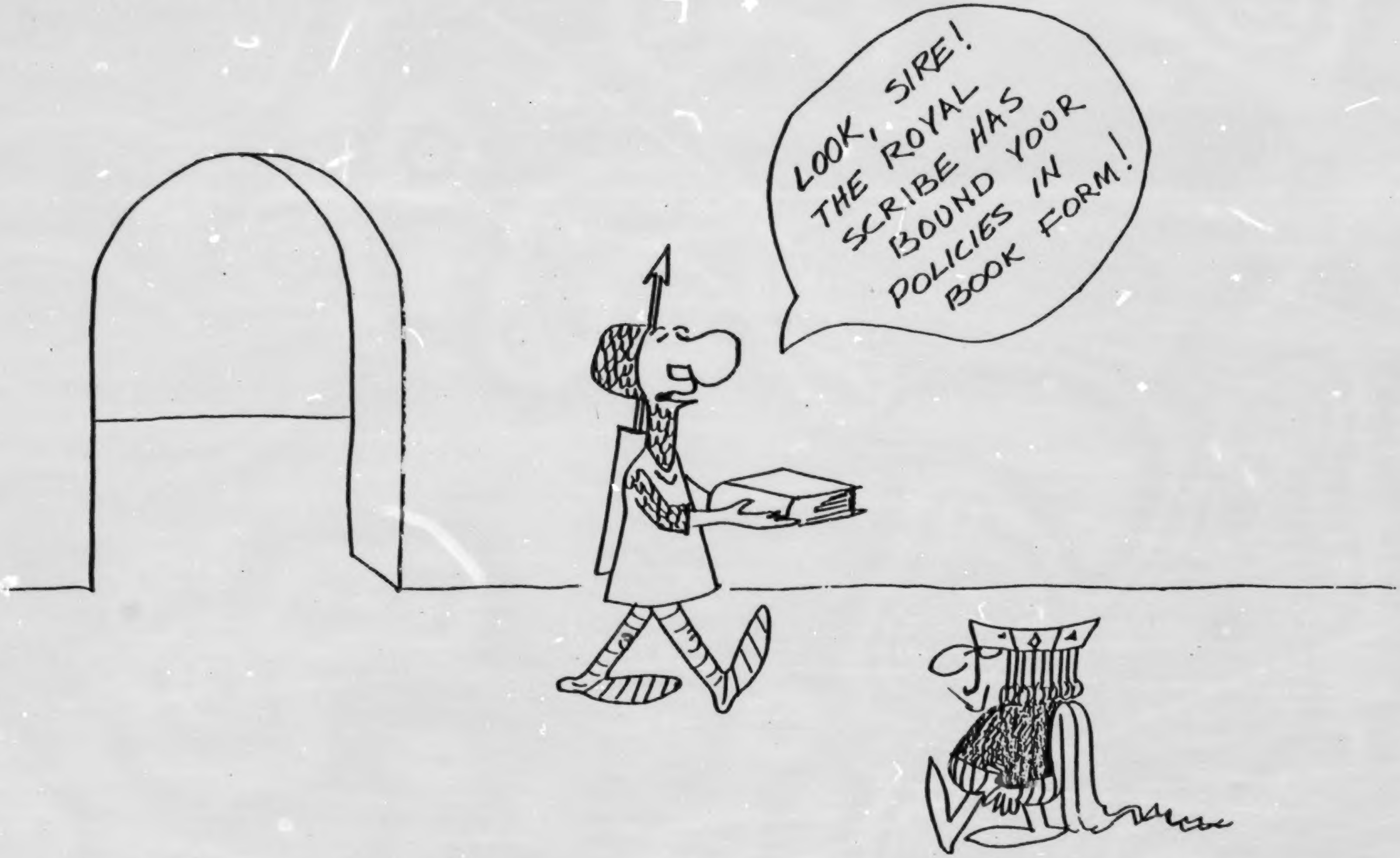
- Rewrite
- Reject
- Adopt

IMPLEMENT AND MONITOR

REVIEW AND EVALUATE

REVISE OR REMOVE AS NEEDED

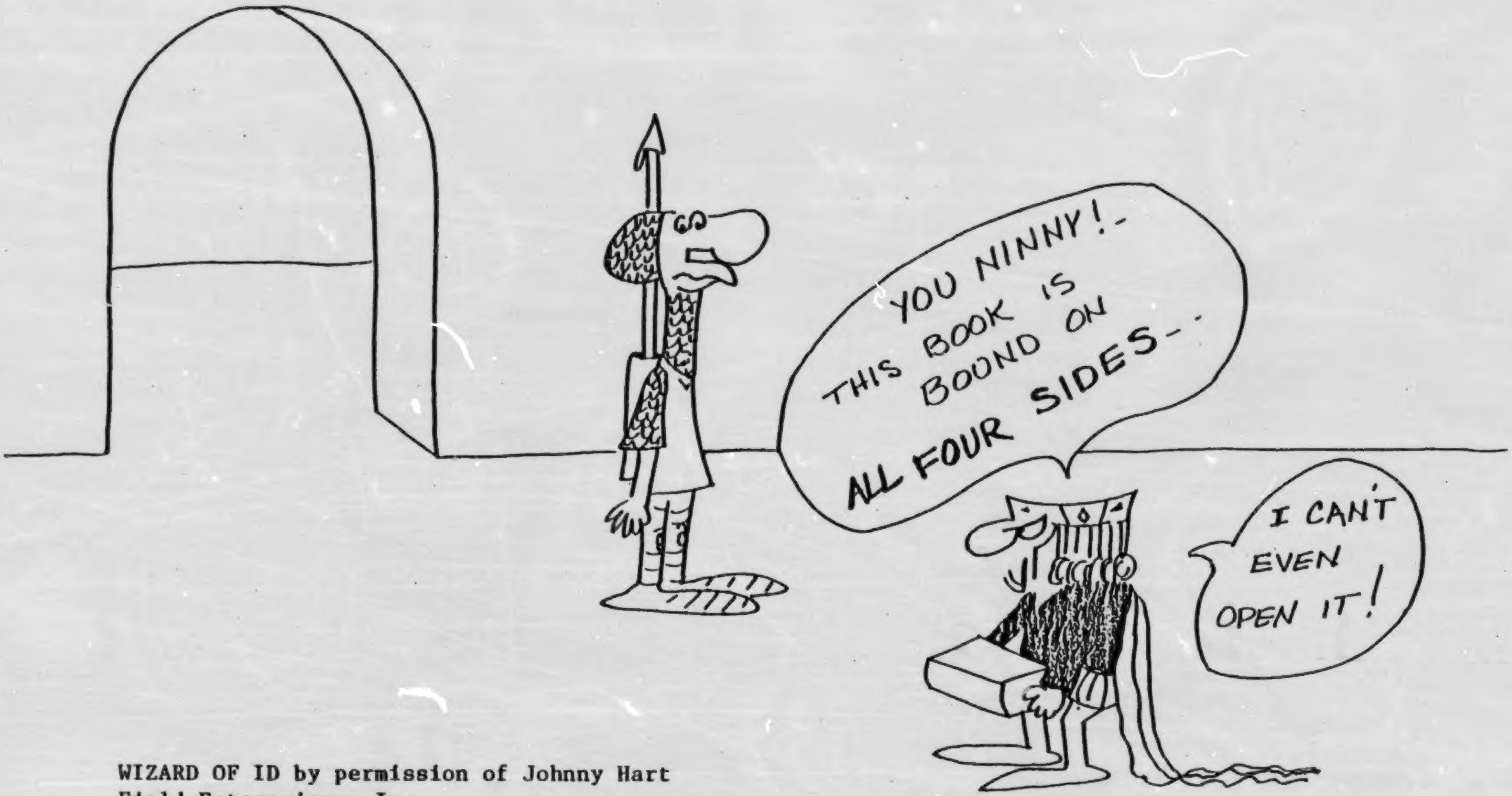
PP 21



LOOK, SIRE! THE ROYAL SCRIBE HAS BOUND YOOR POLICIES IN BOOK FORM!

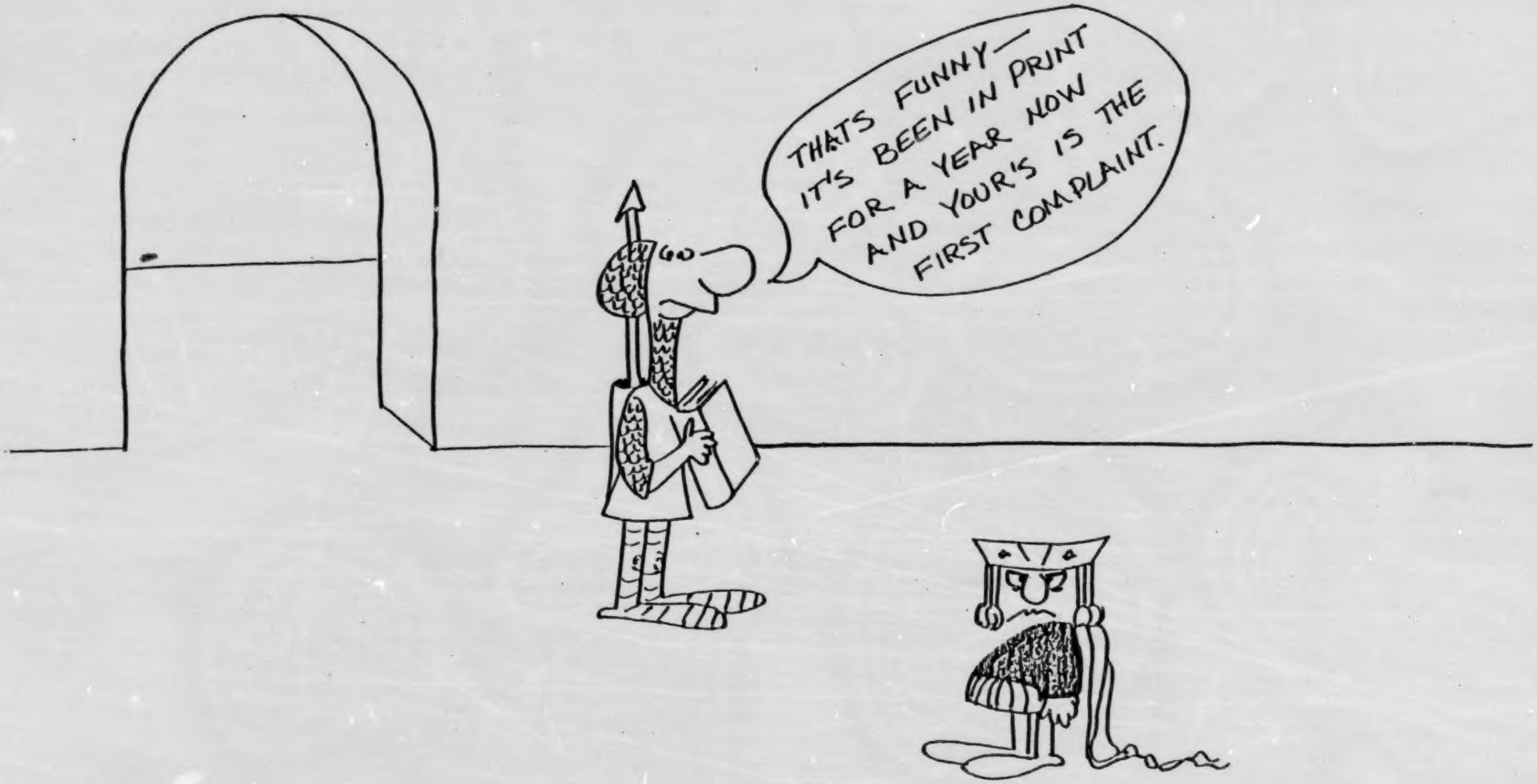
WIZARD OF ID by permission of Johnny Hart
Field Enterprises, Inc.

PP 22A


YOU NINNY!_
THIS BOOK IS BOUND ON ALL FOUR SIDES_ _
I CAN'T EVEN OPEN IT!

WIZARD OF ID by permission of Johnny Hart
Field Enterprises, Inc.

PP 22B


THATS FUNNY— IT'S BEEN IN PRINT FOR A YEAR NOW AND YOUR'S IS THE FIRST COMPLAINT.

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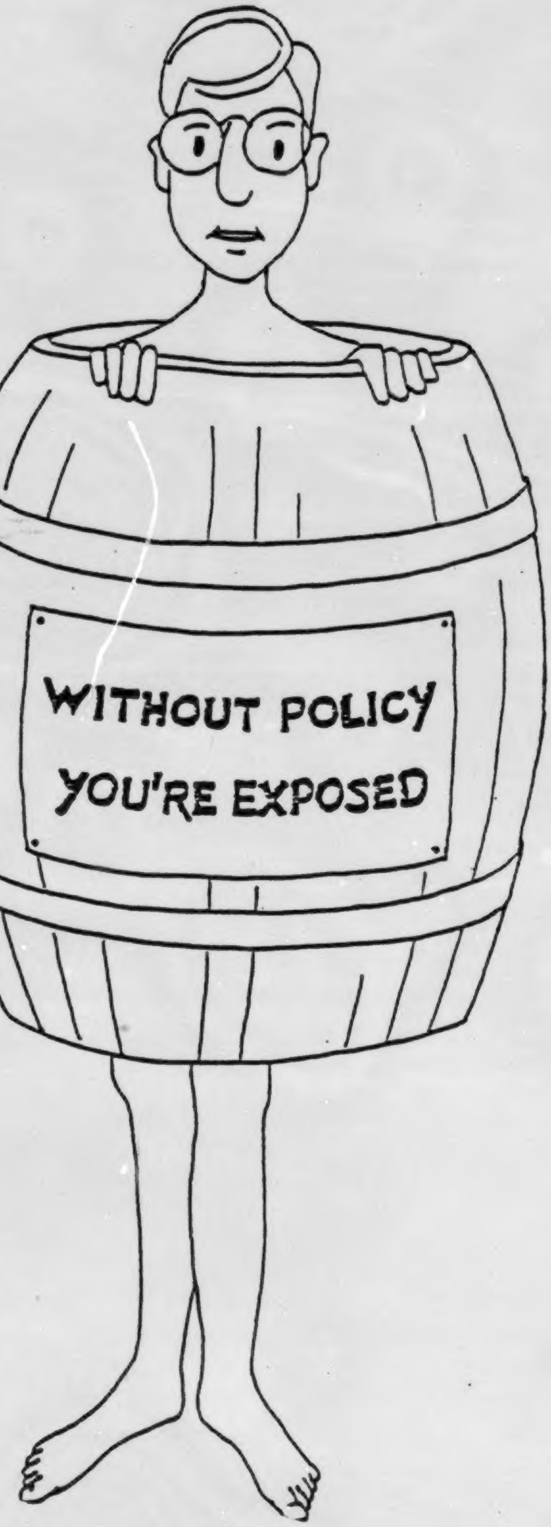
Field Enterprises, Inc.

PP 22c


WITHOUT POLICY
YOU'RE EXPOSED

PP 23